262

REPORT

OF THE

COOP 157

STUDY TEAM ON CO-OPERATIVE TRAINING

(Volume I)

OFFICE OF THE PRINCIPAL
12 SEP 1961
KOVILPATTI
RURAL EXTENSION TRAINING CENTRE

R.E.T.C. LIBRARY
C.52
1467
KOVILPATTI.

सत्यमेव जयते

MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION

(DEPARTMENT OF CO-OPERATION)

GOVERNMENT OF INDIA

April 1961

10 C.D. & C.

Parliamentary Secretary
to the Union Minister for
Community Development and Cooperation
India

Krishi Bhavan

New Delhi, April 13, 1961.

My dear Shri Bhide,

I present herewith the report of the Study Team on Cooperative Training which was appointed by the Government of India in November, 1960.

Apart from a note from Shri K. Subrahmanyam Naidu and a minute of dissent from Shri J. C. Ryan, Shri Rajbanshi Sinha indicated that he might send a note, which we have not received so far.

Yours sincerely,

S. D. Misra,
Leader,
Study Team on Cooperative Training.

Shri M. R. Bhide,
Secretary,
Ministry of Community Development
and Cooperation,
Krishi Bhavan,
New Delhi.

REPORT OF

The Study Team on Co-operative Training

(Volume I)

TABLE OF CONTENTS

Sl. No.	Chapter Number	Heading	PAGES From	PAGES To
1.	I.	Introductory	1	4
2.	II.	Historical Background	5	13
3.	III.	General Survey of present arrangements	14	26
4.	IV.	Approach to future programme .	27	30
5.	V.	Teaching of Co-operation in educational and allied Institutions	31	40
6.	VI.	Education of Members, Committee Members and Office-bearers	41	52
7.	VII.	Training of Co-operative Institutional and Departmental personnel	53	66
8.	VIII.	Training of other Governmental personnel	67	69
9.	IX.	Field Study and Research .	70	75
10.	X.	Training Aids . . .	76	84
11.	XI	Administrative and financial arrangements	85	101
12.		Note by Prof. K. Subrahmanyam Nayudu	102	106
13.		Note of Dissent by Shri J. C. Ryan	107	117
14.		Summary of Recommendations .	118	134

CHAPTER I

INTRODUCTORY

Constitution of Study Team

1.1. The Study Team on Co-operative Training was appointed by the Government of India, Ministry of Community Development and Co-operation (Department of Co-operation), by Notification No. 2/50/60/CT, dated the 10th November, 1960, (Appendix I). The team consisted of the following :—

(1) Shri S. D. Misra, *Leader.*
Parliamentary Secretary, Ministry of Community Development and Co-operation.

(2) Shri Jagan Nath Prasad Pahadia, *Member.*
Member, Lok Sabha.

(3) Shri P. S. Rajagopal Naidu, *Member.*
Director, Madras State Co-operative Bank, Madras.

(4) Shri J. C. Ryan, *Member.*
Secretary Central Committee for Co-operative Training.

(5) Prof. K. Subrahmanyam Naidu, *Member.*
Professor of Co-operation, Andhra University.

(6) Shri Rajbanshi Sinha, *Member.*
Representative of the All India Co-operative Union, New Delhi.

(7) *Shri A. P. Dewan, *Member.*
Joint Development Commissioner, Rajasthan, Jaipur.

(8) Shri Devinder Nath, *Member.*
Registrar of Co-operative Societies, Madhya Pradesh.

(9) Shri Sham Narayan, *Member.*
Assistant Educational Adviser, Ministry of Education, Government of India, New Delhi.

(10) Shri S. S. Puri, *Member-Secretary.*
Deputy Secretary, Ministry of Community Development and Co-operation, (Deptt. of Co-operation), Government of India.

1.2. Subsequently, in February, 1961, Shri L. N. Renu, Director (Industrial Co-operatives), Ministry of Commerce and Industry, Government of India, was also associated with the deliberations of the Study Team.

---

*Now Collector, Jaipur

Terms of Reference

1.3. The terms of reference of the Study Team were as follows:—

(i) To examine the adequacy of existing arrangements for co-operative education and training and to suggest measures necessary for making them commensurate with the requirements of co-operative development in the Tird Five Year Plan.

(ii) To suggest such measures as will ensure active association of non-officials interested in the co-operative movement with the formulation and execution of policies and programmes relating to co-operative training and education and adequate response to the programme of non-official training.

(iii) To recommend administrative set-up necessary for the effective administration and co-ordination of the training programmes at various levels.

(iv) To suggest the programme of field study and research that can be conducted at the training centres, universities and other institutions on various problems relating to co-operative movement.

(v) To suggest suitable changes in the syllabi in the institutional training programme of co-operative personnel so that the participants may have adequate knowledge of not only of the latest approach to co-operation as a movement but also its role in community development and panchayati raj as the newly emerging system of local Government in India.

(vi) To examine the availability of training aids including text books and other literature and suggest a programme for the production of training aids including publications to meet the requirements.

(vii) To examine the existing facilities for teaching of Co-operation in the village schools, high schools, colleges and universities and other institutions and to suggest measures for enlarging these facilities.

(viii) To assess the financial requirements of the programme recommended.

1.4. While conducting a study of various training institutes, the Team was required to examine broadly :—

(a) The quality of teaching staff ;

(b) The teaching methods and techniques ;

(c) The system of organisation of training centres and the extent of effective participation of the trainees ;

(d) The arrangements for practical study and field trips ;

(e) The methods of examination and assessment of progress.

Programme of discussions and visits

1.5. The first meeting of the Study Team was held at New Delhi on the 25th November, 1960. Shri S. K. Dey, Union Minister for Community Development and Co-operation inaugurated the deliberations. While addressing the members of the Study Team, he said

that they were in for a difficult and exacting piece of work in view of the complexity of the task and the unavoidable time-limit. He indicated that the time-limit for completing the work by the Study Team was required to be imposed because the programme of co-operative development in the Third Plan had to be launched by the 1st of April, 1961, and consequently policy decisions on various matters were required to be taken before the end of March, 1961. As such, it was necessary that the Study Team should finalise its report by the end of February, 1961.

1.6. The Minister referred to the Committee on Co operative Credit and the Working Group on Co-operative Farming, set up by the Government of India, and the Teams on Consumer Co-operation and Co-operative Processing, constituted by the National Co-operative Development and Warehousing Board. Their reports, taken together, would provide an effective starting point for the Third Plan but, the Minister observed, the programme and targets thus being determined would have to be supported by suitable programme of training and education. Hence it was considered necessary that a quick survey of the entire system of co-operative training and education should be undertaken.

1.7. Emphasising that the Sahakari Samaj and Panchayati Raj were to be closely associated at the ground level, the Minister said that the training and education programme must be adjusted for this purpose. While concluding, the Minister referred to the need for general education of the people and observed that co-operation, as a way of life, could not be generated by a few training centres. It could grow essentially as a part of the normal educational system. It was, therefore, necessary to provide instructions in the philosophy of Co-operation and practical co-operative problems in the schools and colleges so as to train the future generation. The Minister suggested that the Study Team might make suitable suggestions in this regard.

1.8. In the meeting held on 25th November, 1960, the Study Team decided to issue a questionnaire. A copy of the questionnaire is reproduced at appendix II. This questionnaire was issued to various institutions and authorities listed at appendix III. A list of those who responded to the questionnaire is given at appendix IV.

1.9. The Team undertook a quick tour of the various parts of the country and held discussions with a large number of persons and authorities connected with Co-operative training and education programmes as well as others interested in general education. The States that were visited by the Team included Maharashtra, Madras, Kerala, Andhra Pradesh, West Bengal, Bihar, Orissa, Madhya Pradesh and Rajasthan. A few members of the Team also visited Gujarat. In addition, the Member-Secretary visited Punjab, while the Leader of the Team visited Uttar Pradesh. Evidence of the Registrars of Co-operative Societies, Jammu & Kashmir and Punjab and representatives of Uttar Pradesh Co-operative Union and Department was also taken at New Delhi. The Team also visited the Instructors' Training Centre run by the All India Co-operative Union at Chandernagar and had discussions with the representatives of the

All India Co-operative Union at New Delhi. A list of persons and institutions which gave evidence before the Team is at appendix V.

Acknowledgements

1.10. We are thankful to the various persons, institutions and authorities who responded to our questionnaire or gave oral evidence before us. We are, indeed, happy that Shri L. N. Renu, Director (Industrial Co-operatives), Ministry of Commerce and Industry, Shri V. Sivaraman, and other officials of the Central Committee for Co-operative Training, Shri B. V. Vora, Director (Training) and Shri K. N. Mathur, Deputy Director (Training) of the Ministry of Community Development and Co-operation attended our meetings and participated in our deliberations. We also place on record our appreciation of the assistance rendered by Shri M. D. Joshi, Assistant Director (Training), Shri M. C. Jayaraman, Section Officer (Training), Shri B. R. Sharma, P. A. to the Member-Secretary and other members of the staff in the Ministry of Community Development and Co-operation.

1.11. We have great pleasure in recording our appreciation of the services rendered by our Member-Secretary, Shri S. S. Puri, I.A.S. On him had fallen the burden as well as the pressure of work at all stages and he brought to his task commendable industry, experience and promptness and ably helped us to finish our labours in so short a time.

1.12 To the Leader of the Team, Shri S. D. Misra, the members would like to express their thanks for the patience, consideration, tolerance and courtesy which all through he extended to them.

CHAPTER II

HISTORICAL BACKGROUND

2.1. For an adequate appraisal of the existing arrangements relating to co-operative training in India, it seems necessary to take note of the various stages through which these arrangements have been evolved. This is particularly essential because these arrangements are, in a sense, an outcome of a process of thinking which dates back almost to the commencement of the co-operative movement itself. As early as 1844, the Rochadale Pioneers who promoted the consumer store which is reckoned as the principle starting point of the co-operative movement in the world, recognised the need for education and stressed it as one of the main objects of their co-operative society. Even in India, co-operative education was foremost in the minds of those who did pioneering thinking in regard to measures necessary for initiating co-operative development. Sir Frederick Nicholson whose monumental Report on the Possibility of Introducing Land and agricultural Banks in the Madras Presidency (1895) was a significant part of such thinking, was emphatic about the need for an enlightened to co-operative leadership. "The future of rural credit", he observed, "lies with those, who, being of the people, live among the people, and yet, by their intelligence, prescience and energy, are above the people; such were the reformers of Germany and Italy who have introduced the great systems of popular credit in those countries, and, taking the word "Raiffeisen" not as indicative of a particular person or system, but of the zeal, energy, patience and continuous devotion so thoroughly exemplified in that great reformer, and of the spirit of co-operation, thrift, self and mutual help so thoroughly developed in the above and similar systems, the whole of this report might be summed up in two words 'Find Raiffeisen".

Maclagan Committee on Co-operation

2.2. In 1915, the Committee on Co-operation, headed by Sir Edward Maclagan, while reviewing the development of Co-operation following the Co-operative Societies Act, 1904, and the Act, of 1912, observed that most of the defects which they had found in co-operative societies were due to "lack of teaching both before and after registration". The Committee recommended that, before registering a society, the Registrar should ascertain whether the proposed members have really assimilated the principles of Co-operation. The Committee added: "A society which has once formally grasped (the main principles) and acts on its knowledge will be truly co-operative and the fact that it is managed on co-operative lines will constitute the most important factor in its financial position. At the time of organisation and subsequently throughout the existence of the society, the necessity for at least this degree of co-operative knowledge should never be lost sight of". The Committee made a number of recommendations about the

publication of literature and utilisation of co-operative conferences as forms of education. The Committee also made a number of suggestions about the co-operative training of Assistant Collectors.

Establishment of Provincial Institutes.

2.3. Following the publication of the Maclagan Committee's Report, several provinces established co-operative institutes or federations. In Madras, a provincial union had already been established in 1914. In Bombay, a provincial institute was set up in 1918 and it took over the task of conducting training classes from the Servants of India Society which, hitherto, had organised such classes. In the same year, a provincial union was organised in Punjab; was a federation in Bihar. Similarly, in the twenties, institutes and federations came to be established in several other provinces and princely states.

Provincial Committees on Co-operation.

2.4. Within a few years of the submission of the Report by the Maclagan Committee on Co-operation, a number of provincial governments and princely states appointed committees to enquire into the working of the co-operative movement. All these committees, including the King Committee of Central Provinces (1922), the Lallubhai Samaldas Committee of Mysore (1923), the Oakden Committee of the United Provinces of Agra & Oudh (1926) and the Townsend Committee of Madras (1927), drew printed attention to the lack of member education and of the training of departmental staff. The Townsend Committee stated: "We have been very much impressed by the lack of knowledge of even the common-places of co-operation shown, not only by the members of primary societies but also by office-bearers and even by the staff employed by the various non-official agencies. We believe that many of the unsatisfactory features in the present condition of the movement are directly attributable to this ignorance. Even the official staff is, we consider, in many respects insufficiently trained, for the discharge of its duties. Too much importance cannot be attached to the necessity for adequate education in co-operative principles of all concerned in the movement".

Royal Commission on Agriculture.

2.5. One of the most striking observations on the role of co-operation in rural economy came from the Royal Commission on Agriculture (1928): "If co-operation fails, there will fail the best hope of rural India". The commission observed that the increase in the number of co-operatives had not always been accompanied by improvement in quality, and that, while the societies had been registered freely there had been "lack of patient and persistent education of the members in the principles and meaning of co-operation by teachers competent to perform the task efficiently under adequate supervision". While remarking that the future of the movement depended upon the zeal and efficiency of honorary workers, the Royal Commission stressed the need for highly educated and well trained staff of officials to provide expert advice and build up the movement. It, therefore, strongly recommended

that every step should be taken to build up such a staff in all the provinces.

2.6. When the Commission went round the country, it found that the province which was a pioneer in making systematic arrangements for training the Departmental staff was the Punjab. It had three Education Inspectors whose main duties were to give a course of intensive training in Rural Economics to candidates selected for the post of Inspectors and Sub-Inspectors in the Co-operative Department. The classes for Inspectors were of the duration of three months and for Sub-Inspectors of one month. Refresher courses were held annually for Inspectors and sub-inspectors in each Assistant Registrar's circle for a period of about 8 days.

2.7. In pursuance of the recommendation of the Royal Commission, several provincial governments expanded their education and training facilities. In Bombay, the provincial Co-operative Institute organised 3 co-operative training schools, one in each of the three linguistic regions of the province. It also opened branches in the districts with a view to expand facilities for training secretaries of primary societies. In the Madras Presidency, training institutes were started at six places for training candidates seeking employment and as well as those already employed in the Co-operative Department and in co-operative institutions. Instruction was imparted at these centres in Co-operation, Book-keeping, Banking and Auditing. The training institutes received help from Government both by way of staff and grant. The training of members and panchayatdars of societies was carried out by the Departmental Officers, governing body members of Unions and supervisors during their visits to societies. The district co-operative federations also conducted regular classes of short duration for panchayatdars for about three years when they received subsidies from Government for this purpose.

2.8 Soon, however, the economic depression of the thirties affected adversely the progress of the co-operative movement, and therefore, of co-operative education. In Bombay, the regional schools were closed down in 1936 when the Institute found that the demand for training had declined as a result of depression. In Madras, the supply of trained candidates gradually came to exceed the demand and the Provincial Government ordered that, instead of six training institutes, it would be sufficient if there were one Central Institute to train the candidates of the Department and two peripatetic schools to train persons employed in co-operative banks, unions, societies, etc. The Central Institute started functioning in 1934.

Darling's Scheme.

2.9. About this time, a significant development took place in the field of Co-operative education and training. This development was based on the decisions taken by the Government of India in 1935 on a scheme drawn up by Mr. Darling (now, Sir Malcolm Darling). The scheme envisaged assistance from the Government of India to the provincial governments for providing training facilities for official and non-official staff and members of the societies. Training

under this scheme was divided into three stages. In the first stage, training of persons who would, on completion of training, work as teachers and instructors, was to be taken in hand. Training of all types of officers of the Department, auditors and clerks was to be taken up in the second stage, and training of secretaries and the members of the managing committee of agricultural credit and other societies in the third stage. The provincial governments were to draw up programme for the implementation of this scheme.

2.10. The Madras Government drew up a five year programme and put the same into operation from 1936. The departmental staff who were selected for appointment as junior inspectors were given practical training for a period of four months and then sent for theoretical training for a period of 10 months in the Central Co-operative Institute. Senior personnel like Deputy Registrars were sent for studying the working of co-operative societies in Bombay and Punjab. Training in joint stock banking and the working of the Agricultral Credit Department of the Reserve Bank of India was also given to them. Candidates selected for the post of Supervisors were given practical training for a period of two months and theoretical training for five months in mofussil centres. Secretaries and managers of central co-operative banks, urban banks, and persons in charge of non-credit societies were given training in the Central Co-operative Institute. Education of members and managing committee members of primary credit societies was arranged through the Madras Provincial Co-operative Union which was given financial aid for this purpose. Two senior educational inspectors were appointed in each district to educate the members and office bearers of co-operative societies in keeping accounts and other allied subjects. The Union, with the aid of committees of central banks, conducted the training classes in various centres in the province for a period of two to three days in each centre. Secretaries and directors selected from important societies, after receiving training in the Central Co-operative Institute, Madras, held classes for members of their societies.

2.11. The grant from Government of India ceased from April, 1943 and the provincial governments drastically reduced the facilities for training. But, again in the post-war period, the trend was reversed. While drawing up schemes of post war development around 1944, the co-operative departments felt the need for a large number of trained personnel, both Departmental and institutional. The provincial governments, therefore, restored the facilities for education and training. Thus, by 1945, a variety of training arrangements came to prevail in different provinces.

Training Arrangements in force in 1945

2.12. In 1945, in the Madras Province, besides the Central Institute meant for training junior inspectors, there were four co-operative training institutes in the mofussil for training men employed or seeking employment in co-operative institutions. All these institutes conducted courses lasting 9 months and their work was co-ordinated by the Provincial Co-operative Union. In Bombay, a departmental training centre was started in Poona in September, 1944 while, a few months earlier, the Bombay Provincial Co-operative

Institute restarted three regional training centres at Ahmedabad, Poona and Dharwar for the training of secretaries of rural societies, managers of sale societies, etc. The Provincial Institute also made arrangements for member education through educational supervisors working under the supervision of education committee of supervising unions. In Bengal, the Government maintained a training institute for departmental officers upto the rank of inspectors. The course of training was for seven months except for managers, secretaries and supervisors for whom the period of training was for 4 months. The Government also maintained five peripatetic training units for the training of members of rural societies. In United Provinces, a co-operative training institute was functioning at Pratapgarh where inspectors and auditors were trained for a period of ten and a half months. The Institute also trained supervisors who were employees of the provincial co-operative union and whose period of training was nine months. There were no regular classes for training employees like managers and accountants of co-operative institutions but *ad-hoc* classes were held from time to time. In the Punjab, separate staff was maintained for co-operative education and training, which conducted classes for inspectors, supervisors, sub-inspectors, auditors, secretaries and office-holders, of primary societies. Separate classes were also held for secretaries and members of industrial co-operative societies. In Bihar, the provincial government had established a co-operative training institute to train the staff of co-operative societies and the non-officials serving on the executive committees of the societies. In the Central Provinces and Brar the educational staff of the co-operative department, consisting of one educational inspector and three assistant educational inspectors, were responsible for training the departmental staff and the employees of multi-purpose co-operative societies. This staff also conducted member-education classes and refresher courses for field staff of the department. Besides departmental staff there were five divisional institutes in the province to carry on educational and propaganda work.

Co-operative Planning Committee.

2.13. The Co-operative Planning Committee (1945) reviewed the arrangements relating to co-operative training and found them lacking in uniformity and adequacy. The Committee put forward a number of suggestions about teaching of co-operation in schools and colleges, so as to ensure that the ideals of co-operation were infused into the minds of young boys and girls. The other recommendations of this Committee were that separate co-operative colleges should be set up in each province and, at the central level, a co-operative institute of advanced study and research should be established by the Government of India.

Developments in Bombay

2.14. On the eve of Independence, a number of provincial governments took measures to expand the facilities for education and training. In Bombay, the provincial government appointed a Committee on Co-operative Education and Training, headed by the late Sir Janardan A. Madan. The Committee reviewed the arrangements prevailing in Bombay State and made a number of recom-

mendations. A significant recommendation was that the "bifurcation of educational arrangements" should be discontinued and that the training of official and non-official personnel should be combined and placed under a single agency *viz.* the Bombay Provincial Co-operative Institute, which should work in close collaboration with the co-operative department. For the education of secretaries of primary societies, managing committee and ordinary members, the committee recommended appointment of educational supervisors in each district working under the supervision of the district co-operative boards affiliated to the Provincial Institute. For the training of secretaries of bigger societies, bank inspectors, and assistant co-operative officers, the Committee recommended the re-establishment of regional schools. For the training of higher staff, the Committee recommended the establishment of a co-operative training college to provide a course of the duration of one year leading to a 'Higher Diploma in Co-operation'. These recommendations were generally accepted by the Government of Bombay and the new scheme of education and training in the province came into force in June 1947. At the same time, the Bombay Provincial Institute established a co-operative training college at Poona.

Organisation of Senior Officers' Courses

2.15. The years following Independence witnessed an increasing interest in the programme of co-operative training by the Reserve Bank of India. As early as 1937, the Reserve Bank had recognised the importance of staff training. In its Statutory Report submitted to the Government of India in 1937, it was stated: "In order to infuse new life into the societies, to introduce the various reforms we have suggested and to secure the growth of the movement on right and sound lines, a highly progressive, efficient and trained staff is a vital necessity". In 1951, on the basis of the advice given by the Standing Advisory Committee on Agricultural Credit, the Reserve Bank of India formulated a short-term course for training senior co-operative personnel. The course was to be aided by the Reserve Bank of India and conducted at the Co-operative Training College, Poona, run by the Bombay Provincial Co-operative Institute. The first course commenced in April 1952.

Central Committee for Co-operative Training

2.16. November 1953 was a landmark in the history of co-operative training in India. With a view to bringing into existence a high level agency for promoting co-operative education and training in the country, the Central Committee for Co-operative Training was appointed. The Committee was charged with the task of "formulating plans and organising and directing arrangements in regard to the training of personnel employed or to be employed in the co-operative departments and institutions in several States". The Committee was to serve simultaneously as the Committee of the Reserve Bank and the Government of India. The Chief Officer of the Agricultural Credit Department of the Reserve Bank of India was designated as the Member-Secretary of the Committee. The secretariat of the Committee was located in the Agriculture Credit Department of the Reserve Bank of India.

Integrated Scheme of Training

2.17. In its first meeting, held in December, 1953, the Central Committee approved an integrated scheme for the training of employees of co-operative institutions and departments. The broad features of the scheme were: (1) classification of trainees as higher, intermediate and subordinate; (2) an all-India centre formed by the expansion of the existing Poona centre for the higher staff; (3) eventually, the establishment of five regional training centres for intermediate staff, and (4) State-wise training schemes for the subordinate staff.

2.18. In pursuance of this integrated scheme, an expanded course for senior officers was started at Poona with effect from June 1954. For intermediate personnel, besides the Poona centre which already existed, centres were organised at Madras and Ranchi during July and October 1954 respectively. In January 1956 two new centres were opened at Meerut and Indore.

Block Level Co-operative Officers Training Centres

2.19. At its second meeting held in July 1954, the Central Committee considered the question of training of a large number of co-operative extension officers required by each State for appointment in Community Project Areas and National Extension Service Blocks. As a result of discussions with the Ministry of Food & Agriculture and the then Community Projects Administration, it was felt that the training of personnel required for the National Extension Service Blocks should be taken up separately as the training in regional co-operative training centres would not be altogether suitable. It was, therefore, decided to establish 8 training centres in the various regions of the country for training about 4,000 co-operative extension officers in the course of the next five years. The Government of India offered to meet the entire cost of these centres. At the request of the Government of India, the Central Committee undertook to conduct these training centres. The earliest block level co-operative officers training centres started functioning in October 1955 at Gopalpur-on-Sea and Hyderabad. In January 1956, two more centres were started at Tirupathi and Kotah. A month later, the fifth centre was started at Bhavnagar. This was followed by block level centres located at Dhuri, Faizabad and Kalyani. Thus, by June 1956, all the 8 block level centres had started functioning.

Organisation of special courses

2.20. In August 1955, an informal conference of some Registrars and Principals of training centres suggested that special short term courses should be organised in subjects like land mortgage banking, co-operative marketing, industrial co-operation, co-operative farming and warehousing. In pursuance of this suggestion, in November, 1955, it was decided to begin with special courses in land mortgage banking and co-operative marketing to be organised at the Regional Co-operative Training Centre, Madras and the Co-operative Training College, Poona, respectively. The first course in co-operative marketing organised at the Co-operative Training College, Poona,

commenced in February 1956. Subsequently, this course was offered at all the five regional training centres. In the mean time, a special course in land mortgage banking was started at the Regional Training Centre, Madras.

Committee on Co-operation in Madras

2.21. In 1955, the Government of Madras appointed a Committee on Co-operation under the chairmanship of Shri T. M. Narayanaswamy Pillai, to enquire into position of the co-operative movement in the State. The Committee *inter-alia* reviewed the arrangements for co-operative training and education and made several recommendations for their improvement. One of the recommendations related to the upgrading of the Madras Central Co-operative Institute into a fulfledged College. The Committee also stressed the importance of research and evaluation programmes and recommended that the University of Madras may address itself to this task with necessary financial assistance from the State Government.

Evaluation of the Programme

2.22. The Co-operative Training Programme in India was studied at considerable length by two foreign experts *viz.* Prof. A. F. Laidlaw and Sir Malcolm Darling between 1956 and 1958. The services of Prof. Laidlaw, who was associate director of the Extension Department of St. Francis Xavier University of Canada were obtained by the Government of India under the Colombo Plan. Similarly, Sir Malcolm Darling came to India in 1957 as a Consultant to the Planning Commission under the Colombo Plan. Both of them made a detailed analysis of the training programme in operation in the country and offered a number of valuable suggestions for consideration by the Central Committee for Co-operative Training. An evaluation of the various training courses was also undertaken by the Central Committee's Secretariat staff in 1958-59 wherein the ex-trainees and their present employees were examined about the utility of the courses run by the Central Committee.

Education of members and committee members

2.23 The first organised attempt at providing member education under non-official auspices appears to have been made in the Madras Presidency in 1914 with the organisation of a provincial union. Provincial institutes organised in later years in other provinces also addressed themselves to this task. However, till 1935, activities in this direction remained very limited because of the lack of financial resources. In 1935, the Government of India, under the scheme prepared by Sir Malcolm Darling, decided to aid the provincial governments for providing facilities of training including the training of non-official personnel. This gave a fillip to the member education programme but this was short-lived as the subsidy from the Government ceased from 1943 onwards. Many State Governments, thereafter, practically discontinued this programme.

2.24. In Bombay Presidency, the Committee on Co-operative Education and Training, appointed by the Government of Bombay,

in 1946, made a number of recommendations which covered the member education programme. At the time when this committee reported, the Bombay Provincial Co-operative Institute had appointed educational supervisors in some districts. These supervisors arranged classes for the members of the managing committees and ordinary members of village societies. The results, however, were far from being adequate and satisfactory. The educational supervisors were available only in some districts. Moreover, the right type of educational supervisor was not attracted owing to the temporary nature of their appointment. The Madan Committee recommended that one educational supervisor should be posted in each district and the post should be made permanent and financially more attractive. These supervisors should be appointed by the Bombay Provincial Co-operative Institute but they should work under the supervision of the proposed district co-operative boards. It was visualised that the main function of the educational supervisors would be to hold classes for secretaries of agricultural credit societies. In addition, they were to hold classes for members of managing committees for the duration of two to three days. It was also expected that educational supervisors would address ordinary members of village societies on the occasion of village fairs, etc. The Bombay Government accepted these recommendations and, to a large extent, the member education programme in Maharashtra and Gujarat States continues to be patterned on the recommendations of the Madan Committee.

2.25 The Central Committee for Co-operative Training, in its first meeting held in December, 1953, suggested that the work of member education should primarily be a task to be undertaken by non-official agencies and that the All-India Co-operative Union should undertake the responsibility for framing a suitable scheme which could first be tried on experimental basis in a few selected community project areas, and which could be financed by an *ad-hoc* grant by the Government of India. Accordingly, a pilot scheme on co-operative education was put into effect during 1956 in the States of Delhi, Saurashtra, Madhya Bharat and Bihar. The scheme envisaged (i) orientation of the present and prospective members in principles, practice and policy of co-operation; (ii) a short course of training for managing committee members so as to bring home to them the nature and extent of their duties and responsibilities; (iii) the training of office-bearers such as presidents, treasures and secretaries of primary societies in the requirements of their particular posts. In order to organise instructional courses, six mobile units were set up one each in Delhi and Madhya Bharat and two each in Bihar and Saurashtra. The personnel of a mobile unit comprised two instructors and a peon. They were to organise, on a peripatetic basis, training courses of six weeks for office-bearers, one week for committee members and three days for ordinary members and prospective members. In the year 1957-58, the scheme was approved as a part of the programme of co-operative development under the Second Five-Year Plan and was extended to 55 districts in different States. In the year 1958-59, 137 districts were covered by the scheme and by the end of 1959-60, the scheme was in operation in practically every district in the country.

CHAPTER III

GENERAL SURVEY OF PRESENT ARRANGEMENTS

3.1. The present arrangements relating to co-operative education and training are broadly divisible into three parts. The first and the most significant part relates to arrangements for training of governmental and institutional personnel. These arrangements consits of training centres for personnel at various levels. The Central Committee for Co-operative training is primarily in charge of this part of the training programme. The second part consists of arrangements for education of ordinary members, committee members and office bearers of co-operative societies. This is being conducted mainly by the co-operative unions at various levels. The third and the final part consists of the arrangements for teaching of Co-operation in schools and colleges. A description of the facilities at present available for teaching of Co-operation in schools and colleges will be found under chapter V. In this chapter a description of the prevailing arrangements relating to training of institutional and governmental personnel and education of members, committee members and office-bearers, in broad outline, is attempted.

Classification of personnel

3.2. For purposes of training under the auspices of the Central Committee, the institutional and departmental personnel are divided into three categories, namely higher, intermediate and junior. The higher category includes co-operative officers in charge of direction and control at State, divisional or district level. It also includes key executive of state, divisional or district co-operative institutions. The junior category covers all personnel working at the lowest cadre, *e.g.* auditors, supervisors, clerks and salesmen. The rest of the personnel fall in the intermediate category. The arrangements for training of each of these categories of staff is indicated in the succeeding paragraphs.

Training of higher personnel

3.3. The training of higher personnel, both institutional and departmental, is at present conducted on an all-India basis at the Co-operative Training College, Poona. The senior officers course offered by this College has a capacity of 35 to 40 candidates. As the course is essentially an orientation course, it is not meant for persons newly recruited either in the co-operative department or in the co-operative institutions. Hence the qualifications for admission to the course are :—

(a) candidates should ordinarily be graduates ;

(b) candidates should have undergone some basic training course like the intermediate officers course ;

(c) candidates should have at least three years' experience as senior officers after the completion of the initial training ;

(d) the upper age limit for candidates is 45 years, to be relaxed in suitable cases up to 50 years.

Recently it has been decided that the educational qualification of being a graduate should not be insisted upon in case of candidates who have already completed basic training course and who satisfy the other conditions prescribed for admission.

3.4. The duration of the senior officers course is six months. According to a recent decision, for certain types of candidates who have obtained basic training like intermediate course, the period is brought down to five months. So far sixteen courses have been conducted since the inception in April, 1952. The total number of candidates who have so far completed their training in this course is 543. Of them the institutional candidates were 162 and the rest were departmental trainees. Their state-wise break-up is at appendix VI.

3.5. The period of study in the senior officers' course is divided into two parts ; four months theoretical training and two months for practical training. The syllabus comprises the study of (1) Co-operative Law (2) Co-operative Banking and other forms of co-operation and (3) Co-operative Administration. Besides these facilities for specialisation are given in Banking or Agricultural Marketing or Industrial Co-operation or Administration. At the end of the course there is no examination and no diploma is awarded. However, there is an attempt at continuous assessment of the performance of the trainees throughout the course. For the purpose of assessment, performance of a trainee during the class room study and written test, practical training, group discussions and his general intelligence are taken into account. Equal weightage is given to the above four criteria and the trainee's record of progress is graded into four categories, excellent, good, fair and poor. This grading is shown in the certificate awarded to the trainee at the end of the course.

3.6. The candidates admitted to the senior officers' course at Poona enjoy a number of concession. These include free tuition, payment of travelling allowance at certain prescribed rates, rent free lodging and a monthly stipend of Rs. 75/-. When the trainees are out on tour, the rate of stipend is Rs. 150/- per month.

3.7. The cost of senior officers' course is met entirely by the Reserve Bank of India. The Co-operative Training College, Poona, where this course is conducted has, until recently, been managed by a college committee of which the chairman of the Bombay State Co-operative Union was the President. The Committee also included representatives of State Co-operative Department and the Reserve Bank of India. Recently, the Central Committee for Co-operative Training has decided to take over the management of the Co-operative Training College, Poona, directly into its hands.

Training of intermediate Personnel

3.8. The training of intermediate personnel (other than block level co-operative officers) has so far been generally conducted at the Co-operative Training College, Poona and four other regional training centres located at Madras, Ranchi, Meerut and Indore. The course of study at the intermediate training centres is of eleven months except at Poona where the period is twelve months. The period of training is divided into six and a half months of theoretical instruction at the training centre and four and a half months of practical training. There is no mid-term vacation. The course of study includes five compulsory subjects, namely (a) Theory, History and Practice of Co-operation (b) Co-operative Law (c) Banking (d) Book-keeping and Accountancy and (e) Rural Economics. In addition, the candidates have to choose an optional subject from a number of specified subjects. These optional subjects include Agricultural Marketing, Advanced Co-operative Banking and Industrial Co-operation. The regional centre at Madras offers Land Mortgage Banking also as one of the optional subjects.

3.9. The mode of assessment of trainees in the intermediate officers' course consists of two periodical tests and one final examination. The weightage attached to the periodical tests and final examination is in the proportion of 30 : 70. In the final examination, there is a paper on each of the subjects included in the syllabi. There is also a *viva-voce* test. On the basis of aggregate marks secured in the test and examination, the candidates performance is graded into three classes, first class, second class and third class. On successful completion of the course, the candidates are awarded the Higher Diploma in Co-operation.

3.10. The candidates to be admitted to the intermediate course have to be graduates and must belong to the intermediate category. Their candidature must be sponsored by the co-operative institutions employing them or by the Co-operative Department. The Co-operative Training College, Poona, admits a certain number, of private candidates also in the intermediate course. The candidates are given various concessions including free tuition, payment of travelling allowance and rent free lodging. In addition, they receive a stipend of Rs. 50/- per month, while at the training centre, and a stipend of Rs. 120/- per month, while on tour for practical training.

3.11. The cost of the regional training centres is met entirely by the Reserve Bank of India except that, in regard to Poona centre, the Bombay State Co-operative Union has been incurring an expenditure up to Rs. 36,000. The administration of the affairs of the regional training centres vests in the Central Committee for Co-operative Training. There is, however, a local advisory committee appointed for each centre. This committee generally consists of one or more Registrars of Co-operative Societies, one or two non-officials, one educationist, the Member-Secretary of the Central Committee for Co-operative Training and the Principal of the training centre.

3.12. All regional centres except the centre at Poona have each a capacity of 40 to 45 candidates per session. The centre at Poona now has a capacity of 70. In the training centre at Poona seven sessions have been completed and the eighth session is on. In Madras and Ranchi, six sessions of intermediate courses have been completed and the seventh course which commenced in July, 1960 is in progress. Meerut and Indore centres have each completed five courses very recently. So far, 1216 candidates have been trained at the intermediate officers courses while 156 candidates are under training in the intermediate courses at Poona, Madras and Ranchi. The position about the output of trainees from various intermediate centres is given below :—

Name of Centre	States served	No. of candidates already trained	No. of candidates under training
Poon	Maharashtra and Gujerat	425	70
Madras	Madras, Andhra Pradesh, Mysore & Kerala	234	46
Meerut	U. P., Jammu and Kashmir, Delhi, Punjab, Himachal Pradesh and Nepal, (Colombo Plan)	155	..
Ranchi	Manipur, Tripura, Assam, West Bengal, Orissa, Bihar and Nepal, (Colombo Plan)	212	40
Indore	Madhya Pradesh and Rajasthan	190	..

3.13. The block level co-operative extension officers who also belong to the intermediate category, receive training at the block level officers co-operative training centres. The block level centre at Tirupati has been conducting short-term course of three and a half months for experienced personnel promoted to the rank of extension officers in Madras and Andhra Pradesh. In the remaining block level training centres, the duration of training is twelve months with one month as mid-term vacation.

3.14. The course of study at Block Level Co-operative Officers Centre comprises (1) Theory and Practice in Co-operation, (2) Co-operative Law (3) Co-operative Banking (4) Book-keeping (5) Accountancy and Audit (6) Rural Economics and Rural Development. The study, both theoretical and practical, is intended to concern itself primarily with subjects dealing with problems of rural development. Rural Economics includes rural sociology, rural extension service and study of rural institutes like panchayats. The practical training consists of observance and participation tours. At the end of the course, the candidates are categorised on the basis of four criteria (1) written test (2) performance in practical training (3) class-room performance (4) general performance based on

monthly progress reports. The general performance may also take into account the extra-curricular performance of the trainee. On the above basis, the candidates are finally categorised as "excellent", "good", "fair" or "poor".

3.15. The overall administration of these block level centres vests in the Central Committee for Co-operative Training. There are, however, local advisory committees attached to each centre. These committees generally consists of the Development Commissioner of the State as the chairman, one or more Registrars, one educationist and one or two non-official members. In addition, Member-Secretary, Central Committee for Co-operative Training and the principal of the centre are all included in the Committee.

3.16. So far 2964 candidates have received training at the Block Level Co-operative Officers Centres, while 400 candidates are currently receiving training. The details of the output at the various centres is given below :—

Name of Centre	States served	No. of candidates already trained	No. of candidates reported in the current session
Tirupati	Madras and Andhra Pradesh	611	..
Kalyani	West Bengal, Assam, Tripura, Manipur, NEFA	199	35
Gopalpur-on-Sea	Bihar & Orissa	493	137
Faizabad	Uttar Pradesh	428	89
Kota	Madhya Pradesh & Rajasthan	435	..
Hyderabad	Mysore, Kerala, Andhra Pradesh and Maharashtra as a special case	247	68
Bhavnagar	Maharashtra and Gujerat	330	..
Patiala	Punjab, Himachal Pradesh, U.P., Delhi & Jammu & Kashmir.	241	71

3.17. In the initial stages, it was conceived that the intermediate co-operative training centres located at Poona, Madras, Ranchi, Meerut and Indore would serve western, southern, eastern, northern, and central zones respectively. Similarly, the block level co-operative officers training centres were expected to serve a group of States. Recently, a decision has been taken to equate the block level training centres with the intermediate co-operative training centres. Henceforth admission to the block level training centres has been thrown open to both departmental and institutional candidates. It has also been decided that excepting the Poona College, the present regional co-operative training centres at Madras, Ranchi,

Meerut and Indore and the block level co-operative officers training centres at Bhavnagar, Hyderabad, Kotah, Patiala, Faizabad, Tirupati, Gopalpur-on-Sea and Kalyani should be renamed as co-operative training centres. The Government of India have agreed to meet the additional expenditure consequent upon the equation of the courses in the two types of centres. It has also been decided that the 13 training centres will be primarily expected to serve the requirements of the State or States named against each in the following table (subject to suitable adjustments in particular cases) :—

Name of the Centre	*States served*
Meerut	Uttar Pradesh
Faizabad	Uttar Pradesh
Patiala	Punjab, Himachal Pradesh, Jammu & Kashmir, Delhi.
Kotah	Rajasthan
Indore	Madhya Pradesh
Poona	Maharashtra
Bhavnagar	Gujerat
Madras	Madras, Kerala and Mysore.
Tirupati	Madras and Andhra Pradesh.
Hyderabad	Andhra Pradesh.
Ranchi	Bihar
Gopalpur-on-Sea	Orissa
Kalyani	West Bengal, Assam, Manipur and Tripura.

3.18. It is visualised that the equated course, after providing for one month's mid-term vacation, will consist of ten months of effective training. The Central Committee has decided that this may be divided into practical training for three and a half months and theoretical training at the training centre for six and a half months. The two types of training are to be interspersed as indicated below:

Two and a half months of theoretical training at **Training** centre.

One and a half months of practical training.

One month of theoretical training at the training centre.

One month mid-term vacation.

One and a half months of theoretical training at the training centre.

Two months of practical training.

One and a half months of theoretical training at the training centre.

3.19. As regards qualifications for admission to the intermediate course, it is necessary that a candidate to be admitted should belong to the intermediate category of personnel such as co-operative sub-registrar, inspector of co-operative societies, manager, assistant manager and accountant of central co-operative banks and other district level co-operative organizations. Furthermore, freshly recruited senior officers are also admitted in the intermediate course for their basic training. It is required that the candidates should have necessary educational qualifications which normally should be a university degree. Since the course is a basic one, it is not considered necessary to insist on longer experience of field work on the part of the trainee before admission. However, it has recently been decided that it would be desirable for the candidates to have at least six months of pre-training job experience.

Intermediate Co-operative Training Colleges in Kerala

3.20. Since 1948, the Travancore-Cochin Union has been running a Co-operative College at Trivandrum where a course leading to the Higher Diploma in Co-operation is offered. This college is being financed entirely by the Union without any grant-in-aid from government. Apart from certain other fees, the Union charges a tuition fee of Rs. 150 from each student. The capacity of the College at Trivandrum is 120. In addition, two more colleges offering Higher Diploma in Co-operative have recently been started at Calicut and Trichur under the Regional Co-operative Training Institutes. The capacity of each of these courses is 60. It may be pointed out that these co-operative colleges do not provide in-service training because all the trainees are private candidates who, largely on account of dearth of employment, seek to improve their prospects of employment by obtaining Higher Diploma in Co-operation. These colleges in Kerala are not functioning under the auspices of the Central Committee. However, the state government in Kerala have recognised the higher diploma issued by these colleges and, in the recruitment rules, preference is given to those who are holders of such diplomas.

Special courses in Co-operative Marketing

3.21. Special courses for co-operative marketing are at present conducted at all the five regional centres. The course at Poona, Madras and Meerut centres is meant for candidates who should preferably be graduates with at least three years' service either in the co-operative department or in co-operative institutions. The duration of the course at these three centres is four months. At Ranchi and Indore Centres, the special course is intended for persons belonging to intermediate category, preferably graduates with limited or no experience in the field of Co-operation but who are employed or to be employed as officers belonging to the intermediate grade in the co-operative department or marketing or processing societies. The duration of the course at Ranchi and Indore is six months.

3.22. The total number of officers who have so far been trained in these special courses in co-operative marketing is 1254. Their state-wise break-up is at appendix VII. The output from the various training centres is as follows :—

Name of Centre	States served	No. of candidates already trained.	No. of Candidates in the current session
4 Months Course			
Poona	Maharashtra, Gujerat, Mysore, Madhya Pradesh and Rajasthan.	311	..
Madras	Madras, Andhra Pradesh, Karela, Orissa, West Bengal and Pondicherry.	272	..
Meerut	Assam, U.P., Bihar, Punjab, Tripura, Manipur, Jammu & Kashmir, Delhi and Himachal Pradesh.	304	..
6 Months Course			
Ranchi	Assam, Bihar, Manipur, Tripura, Orissa, U. P., West Bengal and Jammu & Kashmir.	230	
Indore	Andhra Pradesh, Maharashtra, Gujerat, Mysore, Madhya Pradesh, Kerala, Punjab, Delhi, Rajasthan, Himachal Pradesh, Madras and Jammu & Kashmir.	137	..

Special Course in Land Mortgage Banking

3.23. A special course in land mortgage banking is offered at the regional training centre, Madras, and is meant for all the States. The course has a duration of four months comprising of one month's theoretical training and three months practical training. Of the three months practical training one month is devoted to training in Land Records and Survey, fifteen days in Land Acquisition work and one and a half months in study of central and primary land mortgage banks. Forty candidates are admitted in each course. The conditions to be ensured are :—(1) candidates should have a good academic background (preferably graduates) (2) candidates should have put in at least four to five years service either in the co-operative department or co-operative institutions (3) their services should be utilised in land mortgage banking work after completion of training and (6) the candidates should not be inferior in occupational status to the other staff falling under intermediate category.

3.24. So far ten sessions of the special land mortgage banking course have been held. The total number of candidates trained so far is 381 (298 departmental and 83 institutional). Their State-wise break-up is at Appendix VIII.

Special Course on Industrial Co-operation

3.25. In September, 1960 a decision was taken to conduct a special short-term course on industrial co-operation. The course is intended for providing specialised training for intermediate personnel working in the state co-operative departments, departments dealing with registration and development of industrial co-operatives and for the staff directly employed by the industrial co-operatives. The duration of the course is four months including two months' practical training. The first course of this type commenced recently at the block level co-operative officers training centre, Hyderabad, on 12th December, 1960. Thirty five candidates from Madras and eight from Andhra Pradesh have been admitted to the course.

Training of Junior Personnel

3.26. The arrangements for training of junior co-operative personnel, both institutional and departmental, have been made on a state-wise basis. There are at present sixty two training centres whose state-wise break-up and location are given at Appendix IX.

3.27. According to the scheme formulated by the Central Committee and approved by the Government of India, each junior officer's training centre is expected to train two classes of forty students each simultaneously for a period of six months. In this manner, each junior officers' training centre is normally expected to train about 160 candidates per year. In actual practice, however, there are considerable variations. Out of sixty-two centres, only fifty-four have a capacity to train 160 candidates. Three of them have a capacity of 100 and the rest of the training centres have a capacity for training only 80 candidates per year. Similarly, there are considerable variations about the duration of the course offered. The period is as long as twelve months in the centres in Madras, Andhra and J & K and nine months in U.P. In the rest of the centres it is six months.

3.28. The teaching unit for a junior officers' training centre generally consists of one principal and three full time lecturers. The Principal is usually in the scale of an Assistant Registrar and the lecturers in the grade of Rs. 200—10—300. The trainees are paid a stipend of Rs. 40 per month during the period of training. In addition they are paid travelling allowances not exceeding Rs. 60 during the period of practical training.

3.29. The expenditure on the junior officers' training centre is shared between the State governments concerned and the Government of India. The Government of India bears 50 per cent of the expenditure on salary and allowances of teaching staff. Stipend and travelling allowances to candidates and library. Although the funds representing the grant-in-aid are placed directly by the Government of India at the disposal of respective state governments, the overall supervisory control over the centres rests with the Central Committee. The officers deputed by the Committee inspect the training centres from time to time.

3.30. The syllabus for the training of junior co-operative personnel consists of 7 subjects :—

(i) Co-operation-History and General Principles.
(ii) Co-operative Law & Procedure and other laws.
(iii) Rural Economics and Elements of Agriculture.
(iv) Banking-General and Co-operative.
(v) Book-keeping and Accounts.
(vi) Auditing.
(vii) General Management of Co-operative Societies and Secretarial practice and set-up of co-operative department.

Where the duration of the course is six months it is generally divided into four months of theoretical training and two months of practical training.

3.31. The total number of candidates who have been trained (upto 30-6-1960) in the junior officers training centres throughout the country is 32,000 approximately. In addition 3450 officers at present are under training. The state-wise break-up of the candidates already trained is indicated at Appendix X.

Member Education Scheme

3.32. As indicated in the earlier chapter the Member Education Scheme was introduced on a pilot basis in the year 1956-57. From the year 1957-58 onwards, the scheme has been operating as a part of the programme of co-operative development in the Second Plan. By December 1960, 338 peripatetic training units were in operation. Each of these units consists of an educational instructor who conducts classes for ordinary members, members of managing committees and office-bearers of co-operative societies on a peripatetic basis. Each instructor is expected to organise two courses in a year of five to six weeks duration for office-bearers including the honorary secretaries, ten courses in a year of seven to ten days duration of the managing committee members and forty courses in a year of three days duration for members and prospective members of co-operative societies. Thus each instructor is expected to train 40 office-bearers, 200 managing committee members and 1,000 members and prospective members in a year.

3.33. The cost of one peripatetic unit is estimated as follows :—

	Rs.
Salary and allowances of the instructor ..	3,600
Literature and other Audio-visual aids ..	400
Stipends to office-bearers and members of managing committee @ Re. 1 per day ..	3,000
Contingencies ..	1,000

Of this the Central Government bears the entire expenditure on the first two items while the cost of the latter two items is either borne by the state government entirely or is shared between the state government and the state co-operative union. Besides this the

Central Government also bears the entire expenditure on the salary and allowances of a co-operative development officer appointed by the state co-operative union for supervising the work of peripatetic instructors.

3.34. When the scheme was sanctioned by the Government of India, the following were defined as the principal objectives of the scheme :

(a) to educate the honorary office-bearers of the primary societies such as presidents, honorary secretaries etc. in the principles, practice and policy of co-operatives, the law governing them, the business and accounting procedure adopted by them etc. so that they may provide the necessary drive and leadership for transforming their societies into popular and effective units ;

(b) to educate the members of the managing committees in their duties, obligations and role in ordering the affairs of their societies firstly as co-operators and secondly as elected representatives of a large number of members; and

(c) to educate the members and potential members of societies in the ideology behind the integrated co-operative development scheme, the economic benefits that flow from the operation of the scheme and in co-operation in general.

Besides the initial courses of instruction, the member education scheme also envisages regular follow-up in the shape of conferences, seminars, group discussions, study tours, summer camps etc.

3.35. Originally it was visualised that the implementation of the scheme of education of members and office-bearers would be completely decentralised at the base each small region comprising a district being responsible for the intensive working of the scheme. It was contemplate that district co-operative unions would be organised for executing the scheme at the district level. The implementation at the state level was to vest in the State Union while the all-India Co-operative Union was to be the overall co-ordinating, guiding and directing agency of the scheme. In actual practice, the scheme has been implemented in a variety of ways. The District Co-operative Unions have been organised only very recently in Punjab, Rajasthan, Assam and West Bengal. In Mysore and Madhya Pradesh District Unions are in the process of organisation. In U.P. and Orissa the programme has been conducted through *ad-hoc* committees at district level. District Co-operative Boards were already in existence in Maharashtra and Gujerat. In Madras and Andhra organisation of district unions has not been favoured. In Madras the State Co-operative Union implements the programme directly with the help of Central Co-operative Banks. In Andhra Pradesh, the State Unions are reported to have branches at the district level. In Bihar, there are District Federation Boards which are not registered organisations but are constituted under the byelaws of the Bihar Federation.

3.36. Two other features of the member education scheme may also be mentioned here. The first feature relates to provision of audio-visual aid. In the year 1958 the Government of India obtained the services of a Technical Co-operation Mission expert on member education, Dr. J. H. Hackman of Farmers' Co-operative Services in the United States of America, for a period of two years in the first instance and attached him to the all-India Co-operative Union to advise and guide the Union in the implementation of the member education programme. Three mobile cinema vans and two jeeps with ancillary audio-visual equipment were also obtained from the Technical Co-operation Mission for use by the all-India Co-operative Union and the State Co-operative Unions in the implementation of the programme. At the instance of the all-India Co-operative Union the Technical Co-operation Mission was requested to extend the services of the expert by another two years. The Technical Co-operation Mission has also agreed to make available to the all-India Co-operative Union certain equipment and material for setting up a studio and preparation of visual aid material.

3.37. The second feature relates to the training of instructors. Recognising the need of orientating the co-operative education instructors in the methodology of member education, the all-India Co-operative Union prepared a scheme of training courses of two months duration for the co-operative training instructors in the year 1957. The first course was held at Dohai in Uttar Pradesh. Since then seven such courses have been conducted at the training centre located at Chandornagar. The total number of instructors who have been trained in these courses is 344. The State-wise break up is at Appendix XI. The Union started the eigth course from the 15th March, 1961.

3.38. According to the latest information furnished by the all-India Co-operative Union the total number of various categories of personnel trained under the member education scheme by 31st January, 1961, is as follows :—

Office-bearers ..	23,772
Managing Committee Members ..	93,059
Members & Potential Members ..	6,72,944
Number of units by the end of January, 1961 ..	338

The state-wise break-up is given in Appendix XII.

The following are the year-wise details of expenditure incurred by the Government of India on the all-India member-education programme :—

1957-58	Rs. 2·88 lakhs
1958-59	Rs. 4·16 lakhs
1959-60	Rs. 8·58 lakhs
1960-61	Rs. 13·40 lakhs (estimates)

Variations in member education programme

3.39. The variations in the member education scheme are not confined only to the mode of implementing the scheme. Even in regard to the content of the scheme, a number of States have departed from the all-India scheme. For instance, in Punjab, as well as Jammu & Kashmir, no distinction is made between the training of committee members and office bearers and a combined training class is held. Similarly, there is variation in regard to the payment of stipend. The all-India Scheme envisages stipend at the rate of Re. 1 per day only for committee members and office-bearers. In Bihar and Jammu & Kashmir, so far, the stipend has been paid only to office-bearers. On the other hand, in Madras and U.P., stipend is paid even to ordinary members.

3.40. The most pronounced departure from the all-India member education scheme is to be seen in Maharashtra and Gujerat. These two states have continued to pattern their member education programme on the recommendations made by the Madan Committee (1946). Under these recommendations, a combined class for Committee members and office-bearers is conducted for two to three days. For ordinary members, teaching is done for only one day on the occasion of the general body meeting or similar other occasions. In addition, the education supervisors, maintained by the co-operative union, also conduct classes for employees of various forest labour societies, industrial societies and members of co-operative farming societies.

Bombay Scheme of Shibirs

3.41. In 1959-60, the composite State of Bombay introduced a scheme of holding shibirs or training camps for senior social workers and leaders in co-operation. In all 8 camps were arranged. Each of these camps was held for ten days. Arrangements were made for free lodging and boarding of all participants at a common place. The minimum educational qualification for admission to a shibir was passing of regional language final or X Class examination. The idea was to attract co-operators of taluka and district level. The shibirs were conducted on a seminar method. Experienced officers and non-officials were invited to deliver lectures which was followed by group discussions. The recommendations of the groups were finally discussed by all the participants under the guidance of the lecturer of the day. The programme of shibirs also included visits to important co-operative institutions. Subsequently the Bombay Co-operative Union has also carried out an evaluation of this new scheme.

CHAPTER IV

APPROACH TO FUTURE PROGRAMME

4.1. As noted by a competent foreign observer, Prof. A. F. Laidlaw, there is much that merits "high commendation" in the co-operative personnel training programme in India today. Prof. Laidlaw has pointedly observed: "In few countries of the world do co-operatives occupy the position in national economic planning that they occupy in the present-day India and in few countries, to my knowledge, are the problems of co-operative training being approached with greater zeal and courageous action". Coming from a person who made a critical study of the co-operative training programme in India for a period of no less than eighteen months, this is, indeed, a significant compliment, and, in our view, amply deserved by those in charge of the programme.

Re-statement of principles

4.2. In Chapter II of our report we have generally indicated how the co-operative training programme in India has tended to be shaped by certain principles and objectives some of which are almost as old as the co-operative movement itself. Hence we consider that no new principles or objectives need to be enunciated for determining the direction in which the programme of co-operative education and training in India should proceed in future. However, it seems necessary to re-state and spell out the various principles and objectives at one place. We shall attempt to do so in the succeeding paragraphs.

Recognition for need of effective co-operative training

4.3. The first principle that may be re-stated is one which has been continously recognised since the beginning of the co-operative movement itself. The principle implies that on effective programme of co-operative education and training is a *sine-qua-non* of sound development of co-operative movement. It is based on the consideration that, in the ultimate analysis, the success of co-operative societies is dependent not so much on the extent of financial or organisational aid given to them by government or other external agencies but upon their capacity to muster a combination of enlightened members, responsible office-bearers and competent employees. Such a combination can only follow a wide-spread and comprehensive programme of training of various persons working within or for the co-operatives. Hence, in determining the size and scope of training programme, while non-availability of trainers or organisers may be reckoned as a limiting factor, the programme need not be circumscribed or otherwise made to suffer for want of funds. This is particularly necessary if the large quantitative expansion of co-operative movement, envisaged in the Third Plan is to be accompanied by the requisite qualitative improvement. In

10 C.D. & C.

this connection, it is pertinent to point out that many co-operators in the country have expressed apprehension about expansion of co-operatives unaccompanied by co-operators, thereby making the co-operative movement approximate to "an army of uniforms without the soldiers inside of them". In order to checkmate such a development, it was suggested, in certain quarters, that, under the Third Plan, no attempt at organising new co-operatives should be made and the entire resources of the Third Plan for Co-operation should be utilised for extending co-operative education and training. This might appear to be an extreme view but we refer to it in order to emphasize that, at any rate, co-operative education and training should have its due share in the funds earmarked for co-operative development.

Teaching of Co-operation as part of general education

4.4. It has been recognised that one of the central aims of national policy is that the co-operative form of organisation should play a significant part in several important sectors of country's economy. If this aim is to progressively fructify, it is necessary that, besides training those who are within the co-operative movement, those who are outside should also be made co-operation-minded. This applies to the various governmental personnel as well as the people at large. It applies even more to the younger generation which has, within its fold, a large number of potential co-operators. Hence, teaching of Co-operation, we consider, should increasingly figure as a part of general education at appropriate stages.

Role of Co-operative Organisations

4.5. Apart from the role which educational institutions may play in the teaching of co-operation, the organisations of the co-operative movement, in our view, should be enabled, eventually, to take over the principal responsibility for conducting the programme of co-operative education and training. It has been the aspiration of co-operative movements all over the world that they should provide for the training of their constituents. This aspiration springs from the autonomous and self-regulatory character which the co-operative movement seeks to build. We consider that this aspiration should determine the direction in which the programme of co-operative training should move in India. In this connection, we may point out that at the Second Indian Co-operative Congress held at Patna in March, 1955 it was resolved that "it is the central responsibility of co-operative institutes and unions to provide facilities for the training of workers in the movement, both official and non-official and for the education of members of primary units in particular and of the public in general in the principles and practice of co-operation".

4.6. While we recognise that the complete transfer of responsibility for co-operative training from governmental authorities to co-operative organisations would necessarily be a gradual process, we do not think that it should be regarded as an altogether distant ideal. In this connection, we would remind that while, in most parts of the country, co-operative training programme has been conducted largely under governmental auspices, in the States of

Maharashtra and Gujerat the co-operative union has been running a number of training centres including the co-operative training college, Poona. It appears to us that if requisite measures to accelerate the development of co-operative unions are taken, it should be possible for the unions in some States to take over the responsibility for co-operative training almost forthwith, while elsewhere the unions may do so after a few years. At any rate, the endeavour should be to build the co-operative unions so that, in all States, in collaboration with other apex organisations, the unions may effectively assume responsibility for the programme not later than the end of the Fourth Plan.

Training of Governmental Personnel

4.7. In the course of our tours to States, at some places, it was urged before us, that while training of co-operative institutional personnel may be regarded as a legitimate responsibility of co-operative movement, the training of governmental personnel should continue to be the responsibility of Government. We have carefully considered this matter. While we recognise that institutional personnel and governmental personnel require different courses of training, and while we propose to make suitable recommendations in this regard, we do not consider that two different agencies should conduct these courses of training. If this is continued to be done, it would tend to perpetuate what has been aptly described as the "lack of unity" in the set-up of co-operative training. If co-operative unions assume the task of arranging for the training of governmental personnel in addition to the institutional personnel, it will facilitate the establishment of a unified and integrated system of training within each State. Moreover, such an arrangement may help to invest the governmental personnel with an outlook which may have a wholesome effect on their subsequent dealings with co-operative institutions.

Need for Flexibility

4.8. Another consideration, which, in our view should govern the programme of co-operative training in India is that, while a certain measure of standardisation is necessary, the details of training programme should be kept as flexible as possible. In this connection, we cannot do better than to quote Professor Laidlaw: "It is impossible to give a pat answer to many problems of co-operative organisation, but in India I find every one striving to make co-operative practice fit into doctrinaire formula laid down by government policy............ I could detect this tendency towards inflexibility in the training programme. The great differences from State to State call for a wide variation in training programme for different parts of the country. For example, co-operative officers for Rajasthan obviously cannot be trained the same way as those for Madras, but I do not think that this is sufficiently recognised in the present scheme of things". We would add that the need for flexibility is particularly evident in regard to the details of member education programme.

Decentralisation

4.9. Finally, we would urge that the programme of co-operative education and training, whether of ordinary members, or institutional and governmental personnel, should be conducted on as decentralised a basis as practicable. A centralised administration of training programme has certain obvious advantages and disadvantages. However, we think that the balance of advantage lies in favour of a decentralised set-up, as this will tend to ensure that the local co-operators and the governmental authorities are "involved" in the programme in as large a measure as possible. Such involvement, we would stress, is a condition precedent to the continued effectiveness and success of the training programme.

CHAPTER V

TEACHING OF CO-OPERATION IN EDUCATIONAL AND ALLIED INSTITUTIONS

5.1. In the earlier chapter, we have, in general terms, referred to the need for teaching of co-operation as a part of general education. It is pertinent to mention here that this idea has not always found acceptance. For instance, Mclegan Committee was opposed to the idea of teaching Co-operation in schools. The Committee observed :

> "It has been urged that in order to instill co-operative ideas into the minds of the rising generation, the subject should be taught in primary schools. To this we are opposed. The theoretical teaching and learning of such a subject would be unintelligent, and the school curriculum is already overburdened. Children often accompany their parents to a society's meetings and it is in this way and by general conversation that they can in our opinion best acquire a practical knowledge of co-operation".

5.2. Subsequently, however, the opinion in this regard has generally come round to accepting the need for teaching of co-operation as a part of general education. In fact, in certain quarters, a positive grievance has been expressed that co-operation was omitted in the school curriculum. A co-operator is reported to have complained that, while at school, he had learnt about all the wives of Henry VIII and the various devices which that monarch adopted to get rid of them, he had never been told about the Rochdale Pioneers. In 1945, the Co-operative Planning Committee was emphatic in asserting that "it was necessary to infuse the ideals of co-operation into the young boys and girls and to lay before them the outlines of the work done by the co operative movement.

5.3. In 1946, the Committee on Co-operative Education and Training, appointed by the Bombay Government, reiterated similar sentiments. In particular, this Committee stressed that, since Government was making co-operation the "main instrument of approach to rural public" it was desirable that public in general should know more about the co-operative movement. On our part. we are convinced that no amount of training of those already in the co-operative field will be an adequate substitute for the education of the 'co-operators in the making'. Furthermore, teaching of co-operation as a part of general education will enable people at large "to recognise co-operation when they come across it and to deal with it with due regard to its distinctive nature". At present, such recognition is generally lacking and this continues a major obstacle in the development of co-operative institutions.

Tiers of School education

5.4. Before considering the question regarding the extent to which teaching of co-operation in schools should be introduced, it is necessary to make a note of the fact that, at present, there is no uniformity in the tiers of educational system at the pre-university stage. In some States such as Bombay, Bihar and Madras, the elementary education comprises Class 1 to 7. In several other States the corresponding classes are 1 to 5. In accordance with the new pattern of educational system, recommended by the Higher Secondary Education Commission and the All India Council for Secondary Education, it is envisaged that there should be an eight years' integrated basic course followed by a three years' course for higher secondary education. Thus, for the purpose of considering the question of introduction of co-operation at the school stage, we propose to proceed on the basis of the follwing tiers in the educational system :

(a) Classes I to VIII .. Elementary Stage

(b) Classes IX to XI — Higher Secondary Stage.

(c) University Stage comprising three years degree course and two years post graduate course.

Elementary Stage

5.5. Certain steps to introduce the teaching of co-operation at this stage have already been initiated by certain States. For instance, in Punjab, the Department of Education has prescribed a list of topics for Classes I to VIII. This list includes "Co-operative life as a remedy for difficulties of country life". In Bombay, in August 1958, the Directorate of Education decided that principles of co-operation should be taught, incidentally, at appropriate times in the various school subjects. The Directorate prescribed the teaching of principles of co-operation during some of the periods assigned to social and cultural activities. So far as primary students I to IV class were concerned, lessons of community life and mutual co-operation had already been included in the departmental reader series prescribed in Bombay State. For V class students onwards, the Education Department suggested the following topics for the guidance of the teachers :

Std. V —Utility of Savings : Bee-Ant life in Nature : their models of "thrifts".

Std. VI —Thrift : its place in Co-operation : Thrift Clubs : their working in India and other countries—for the individual, society and nation in general.

Std. VII —Co-operation : its aims and ideals—a part of good citizenship : Individual life based on Co-operation: Family life based on Co-operation—increase of General Welfare: Unity of purpose—Example of team work.

Std. VIIi—Co-operative Principles and methods—Business methods—Difference between the working of a Co-operative Society and a private shop—Co-operative purchasing.

Std. IX —Different kinds of societies—your school stores—working of a co-operative store—Low price—low bonus (rebate) High price high bonus (rebate)—Co-operative societies—Consumers; Credit, Housing societies—their objects—general idea of their working.

Std. X —Different economic systems—Capitalism—Socialism, Communism—History of Co-operation in India—Co-operation in the Five Year Plan.

5.6. The action taken by the Directorate of Education, Bombay, has already been brought to the notice of State Governments by the Ministry of Community Development & Co-operation. We recommend that the matter should be followed up. We suggest that, in classes I to V, teaching of co-operation may be introduced through simple stories. By stories, we do not mean the often repeated stories of 'a faggot of sticks' or 'strength in unity'. These stories are good in their own way as inculcating in the children a spirit of communal harmony and national unity. These types of stories, however, do not bring out the benefits of co-operative action. The stories at the elementary stage should necessarily be interesting but they can be used to illustrate the various aspects of co-operative working, such as, the need for recognition of mutual rights and obligations in a co-operative society. As an illustration, we reproduce the following story :

"Three men pooled their money to buy a donkey which they were to use in turns to carry their corn to the mill. The first one to use the donkey did not give it anything to eat, thinking that the second partner would feed it the next day. The second man supposed that the donkey had been fed the day before and could do without eating. So he did not give him anything to eat either. The third man thought the same and acted in the same way. So the donkey died". (Reproduced from I.L.O's Manual of Workers' Education).

5.7. For children, in the age group of 11—14, education is more than literacy and means the beginning of training in civic life and, at this stage, more of co-operation should be taught in the syllabus relating to social studies. As an illustration we would mention that the present syllabus of social studies for VII Class students in Delhi reads as follows :—

Unit I Planning for the people—Popular planning our activities—Saving—Help our Plan—Small scale industries.

Unit II Changing face of our land in the country-side : Need to produce more : Taming big rivers : Village on the march.

Under the above heads, it should be possible to introduce a brief idea of some important co-operatives such as credit societies, marketing co-operatives and school co-operatives.

Higher Secondary Stage

5.8. In accordance with the new pattern of higher secondary multi-purpose schools, as recommended by the Ministry of Education, diversification of courses has to be made an essential feature of education after the 8th class. The idea is that, after the 8th class, the student should be able to choose his career and should equip himself for the same. The syllabus laid down is as follows :—

Section A : 3 languages including English : Compulsory for all.

Section B : (a) Social studies (b) General Science including mathematics—Compulsory for all.

Section C : Crafts—Compulsory for All.

Section D : One of the following Groups :

Group I Humanities Group
Group II Science Group
Group III Technical Group
Group IV Commerce Group
Group V Agriculture Group
Group VI Fine Arts Group
Group VII Home Science Group

5.9. We recommend that an elementary knowledge of co-operation should be introduced in one of the core subjects at the higher secondary stage. The appropriate subject for this purpose is social studies. The syllabus of social studies as framed by the all-India Council for Secondary Education is divided into two parts. The major heads are as follows :

Group A : 1. Living in the Community.
2. Living in the pre-historic and ancient communities.
3. Communities in the world today.

Group B : Problems of Living in the Modern World.
1. Modern world takes shape in the West.
2. How India's Civilisation was influenced by the West.
3. Living as free citizen in India.
4. Task of national reconstruction.
5. Living in the world community.

We recommend that a brief indication of the role of co-operation in the life of the people in various countries where co-operation is advanced, may figure in item 3 of group A. Similarly, under item 4 of Group B, an introduction to the various types of co-operative institutions and their role in national reconstruction should be brought out.

5.10. As regards optional groups, we have examined the possibility of introducing more of co-operation under Group I, *i.e.* the Humanities, or group IV, *i.e.* Commerce Group. On scrutiny of the detailed syllabus under each of these optional groups, we find that the syllabus is already heavy and it is not possible to add anything of co-operation without deleting some of the related items already included in the syllabus. Hence, we suggest that another optional group should be introduced. This should be called 'Co-operation Group' and its subjects should be "Co-operation, Book-keeping and Economics or Commerce". We further recommend that, other things being equal, students who have passed higher secondary education with "Co operation Group" should receive preference in the matter of recruitment to co-operative services. We further suggest that such students should also be eligible for admission to B. Com. Course.

School Co-operatives

5.11. It is hardly necessary to emphasize that the best way of learning co-operation is by "doing" it. Hence practical experience in the running of co-operative societies is more useful than the mere theoretical knowledge. This has already been recognised and in many States efforts in the direction of organising school co-operatives have been made. School co-operatives in foreign countries cover a large variety of activities including management of restaurants, establishment of school, museums, pottery making, etc. However, in the context of Indian conditions, we would recommend school co-operatives mainly of three types (1) Stores (2) Canteens and (3) Rupee Banks, corresponding to penny banks in the West. The last type of school co-operative is generally neglected in India. However, with some efforts, it should be possible to inculcate a habit of thrift through the organisation of such co-operatives. Since, such co-operatives do not have a commercial character, we consider it desirable that in suitable cases, they may be assisted in regard to managerial costs.

5.12. Under the co-operative law, in force in different parts of India, minors cannot be members of a registered co-operative society. This restriction arises from the consideration that minors cannot assume liabilities under the law of contract. However, under the recent Madhya Pradesh and the Maharashtra Co-operative Societies Act, the relevant provision has been altered and membership of school co-operative has been thrown open to persons below the age of 18. We recommend a similar modification of the law so that the school co-operatives, comprising of teachers and pupils, are able to seek registration.

5.13. While dealing with school co-operatives, we would like to emphasize that its main virtue is educational rather than economic. This virtue is likely to be minimised, if not completely dissipated, if the students do not have an adequate voice in the management of the co-operative. Hence we recommend that the constitution of the school co-operatives should be so devised as to ensure that the pupils are given full opportunity of running a co-operative society under the supervision and guidance of their teachers.

Other media of instruction

5.14. While teaching co-operation to school students, it would be an obvious advantage if, as far as possible, the effort is unobtrusive. An attempt may be made to familiarise the student with co-operative institutions by giving sums relating to co-operative societies, *e.g.* shares of co-operative societies, rebates, debentures, commission on sales, etc. In addition, schools may attempt extra-curricular activities related to co-operation. Suitable hobbies connected with co-operation may be followed by an award of medals as in the case of members of St. John Ambulance Team. In this connection, we would like to point out that, in foreign countries such as U.K., there are fairly effective co-operative youth movements working in collaboration with co-operative institutions. A beginning in this direction can be made through associate organisations such as Yuvak Mandals which are being promoted as part of the Community Development Programme. Another suggestion that we would put forward is that when school students are taken out on excursions, visits to prominent co-operative societies such as co-operative sugar factories may also be included and the co-operative concerned should make suitable arrangement for explaining its co-operative to the students in a simple and informal manner. Finally, we suggest that essays and debating competitions on the subject of Co-operation may be arranged from time to time.

Training of School Teachers

5.15. At present, there are three categories of school teachers (a) teachers for primary classes; (b) teachers for middle classes and (c) teachers for higher secondary classes. For the primary teachers, there is generally a course of two years after matriculation. For the other teachers, there is a nine months training course run by the universities or Departments of Education. In the teachers training institutions, class subjects as such are not taught. The curriculum mainly relates to instruction in methodology of teaching. We consider, however, that the school teacher in addition to doing his teaching job, has to occupy a significant position in the rural development programme and, therefore, as a special case, Co-operation and Community Development should be taught in the teachers training centres and should form half a paper. We also recommend that co-operatives of various types should be established in the teachers training centres and teachers training colleges, so that the teachers, under training, receive practical experience of running co-operative societies.

5.16. As regards the teachers who are already in service, we consider that their orientation in Co-operation is essential. In this connection, we notice that, last year, in Bihar State, an orientation course for a number of school teachers was conducted in one of the co-operative training centres. We consider that organisation of separate orientation courses may not be convenient or even necessary. It is understood that the Education Ministry and the Ministry of Community Development and Co-operation are already working out an arrangement for orientation of teachers in Community

Development. We suggest that Co-operation should figure as a part of the proposed orientation course.

Teaching of Co-operation at University Stage

5.17. In the post independence period, there has been increasing awareness about the need for teaching Co-operation at the University stage. In 1948-49, the University of Madras instituted a degree course—B. Com. (Hons.)—with Co-operation as the principal subject. Co-operation is now an optional subject in the Commerce Degree courses for six universities. Thirteen other universities have Co-operation as one of the optional subjects of one paper for B. Com. examination. However, in 10 universities, the subject of Co-operation does not find any place in the syllabus for B. Com. course. Some universities have also taken lead in the organisation of subject courses in Co-operation. The Andhra University, Waltair, instituted a chair in Co-operation and organised a one-year post-graduate diploma in Co-operation and rural studies in 1958-59. The course provides for practical training for about 3 months. The Andhra State Co-operative Bank makes an annual contribution to the University for promoting these studies. From 1960-61, the University of Baroda has initiated a post-graduate diploma course in co-operation. The duration of the course is 12½ months including practical training for a period of 6 months. A statement analysing the facilities at present available for the teaching of Co-operation in various universities is at appendix XIII.

5.18. In June 1960, after taking into account certain suggestions received from the Central Committee for Co-operative Training, the University Grants Commission sent a circular letter to all universities suggesting that Co-operation could usefully be made an optional grouping for courses in Commerce, Economics and Agriculture both at the under-graduate and post-graduate levels. Another alternative which the Commission suggested was the introduction of a diploma course of one or two years in a few selected universities as an activity of either the Commerce or Economics Department of the university. In an earlier communication addressed to all universities, the Ministry of Community Development and Co-operation (Department of Co-operation) suggested that the study of Co-operation in B. Com., B.A. and B.Sc. (Agriculture) should be fairly extensive and should cover two to three papers. The Ministry also suggested that at the post-graduate level an intensified study of Co-operation should be introduced and Co-operation should be one of the branches of study like Economics and Politics. It may be added that a general recommendation of a similar nature had earlier been made by the Planning Commission which had observed, "Since so much depends on the success of Co-operation, it is recommended that, in addition to special institutions set up for co-operative training, the State Governments and universities should consider steps to introduce Co-operation as a subject of instruction in educational courses at various levels".

5.19. While considering the role which universities can play, a number of factors which have a bearing on the matter, may be noted. There is, first of all, the lack of suitable text-books which

stand in the way of organisation of co-operative study at the university level. Again, there is a dearth of teachers with practical experience. Finally, there are difficulties in regard to arranging practical training. In the subsequent chapters, we propose to make certain recommendations which may help to overcome the difficulties relating to lack of text-books and the arrangements for practical training.

5.20. At this stage, we would like to refer to a question which we discussed with a number of eminent educationists in the course of our tours as to whether it may be suggested that co-operation may be introduced as an independent course of study in the universities While there is a favourable reaction to the suggestion, doubts have been expressed as to whether co-operation by itself may be regarded as a complete discipline in the traditional sense of the term so as to constitute a separate or independent university degree course. It is not our purpose here to debate this issue though in the context of our fast-changing national economy of which the co-operative sector is an integral part and of the new demands which such economy makes on our universities, the suggestion may admit of a more sympathetic consideration and greater response. In any case, we refrain, for the present, from recommending a separate degree or honours course in co-operation alone at the university level.

5.21. We have already stated that co-operation forms an optional subject in B.Com. and B.Com. (Hons.), B.A. Economics (Hons.) degree courses in some of the universities while it is taught as part of rural economics in Economics and Agricultural degree courses. We recommend introduction of co-operation as an optional subject in Commerce degree and Honours courses in the universities which have not as yet done so. Secondly, we recommend that co-operation may be included as one of the optional subjects in the B.A. and B.A. (Hons.) Economics degree courses. Thirdly, we also recommend that students who have done either Commerce or Co-operation group at the higher secondary stage may, subject to such other terms of admission as the universities may prescribe, be made eligible to take up university courses in which co-operation is one of the subjects of study.

5.22. We have considered the place of co-operation in the post-graduate courses in the universities and recommend that, apart from the post-graduate diploma courses of the kind recently organised by the Andhra and Baroda Universities, the Indian universities may introduce a two-year Master's degree course in co-operation and allied subjects. We appreciate the efforts made in this regard by the Andhra University which, we learn, has organised a Master's degree course in Rural Studies which along with certain basic social sciences like sociology, social economics, agricultural economics, etc., includes the theory and practice of co-operation, community development and local administration. There is a paucity of teachers in this field; there is a need for suitable university youth for employment in higher grades of service in co-operative and other related departments and quasi-governmental and non-governmental institutions; competent men for research in co-operation and allied fields of our growing rural economy are also required. Through organisation of Master's degree

courses on the lines we recommend, the universities would fulfil a real need. We have no doubt that the University Grants Commission which has already been examining proposals for extension work in co-operation in the universities, will provide the usual financial assistance to the universities and promote and encourage these new courses.

5.23. We would like at this stage to refer to two important matters which arise from, and are relevant to, our foregoing proposals. It is clear from what we have stated that co-operation is steadily (though somewhat slowly) occupying its due place in colleges and universities and with the necessary encouragement and support and widespread appreciation of the place of co-operation in our dynamic national economy, a large number of our colleges and universities may introduce co-operation as a subject of study in higher education. It is only reasonable that conditions should be created in which our higher educational institutions including higher rural institutes, should have satisfaction and feel that their efforts in organising these new fields of study, are adequately rewarded. It is necessary, too, for the promotion of such studies, that the students with this specialised knowledge should receive suitable recognition from Government and other employing bodies. We, therefore, recommend that Governments, State and Central, the appropriate quasi-governmental and non-governmental institutions and co-operative organisations should, other things being satisfactory, accord, by amending their service rules wherever necessary, preferential treatment, in the matter of appointments to different categories of service, to graduates with the post-graduate diplomas or Master's degrees in co-operation and allied subjects and Commerce and Economics degrees with Co-operation as an optional subject. This calls for close co-ordination between the universities and colleges on the one hand and governments and other concerned agencies on the other, and we suggest that the Central Ministries interested in this field, should bring this to the notice of State Governments and the universities in the country.

5.24. Finally, we think that, though it may appear premature at this stage, it is necessary to record that, as colleges and universities introduce co-operation as a subject of study and as higher rural institutes provide larger opportunities for the study of co-operation in their schemes of education, we would have a steadily increasing number of university youth with the requisite knowledge of co-operation and of rural problems, who, with some little field training, if necessary, may be put on regular work. In other words, to the extent to which this tempo increases, the universities would tend to reduce the duration of the courses offered by the co-operative training centres, at any rate, of intermediate level. We would like to stress, therefore, the impact and reactions which this development might possibly have on the co-operative training centres in the country and suggest that the authorities concerned may keep this prominently in view while estimating requirements as well as the size of the training facilities which they propose to provide in due course. We are anxious that overlapping of effort or wastage of resources should at all costs be avoided.

Rural Institutes.

5.25. The rural institutes are being developed in various parts of India in pursuance of the recommendation of the Committee on Rural Higher Education. The object of the Rural Institutes which are, at present, eleven in number, is to provide a village centred education to the rural community after the higher secondary stage and their curriculum lays emphasis on the application of theoretical knowledge achieved in the classroom to the rural situations. Extension and research have, therefore, been made an integral part of their syllabus.

5.26. The rural Institutes, *inter alia,* provide for a three-year diploma course in Rural Services which has been recognised by the Government of India, State Governments, Union Public Service Commission and all the State Public Service Commission as equivalent to the B.A. degree examination of a university. Recently, the Standing Committee of the Inter-Universities Board has decided that the Rural Institute Diploma holders may be admitted to the post-graduate classes in the universities. This diploma is a diversified course of three years duration after higher secondary and four years after matriculation and co-operation is one of the optional groups, which the students can offer. The optional group of co-operation consists of three papers in Economics, 2 papers in co-operation (Theory and practice of co-operation in India and other countries, and historical and descriptive study of co-operatives in India), one paper in Elements of Sociology and Psychology. This course is both of a general and professional nature and the Government of India in the Ministry of Community Development and Co-operation have recommended to the State Governments that the Rural Institute Diploma holders in Rural Services (with co-operation as their optional group) would be suitable for the services in co-operative departments and institutions.

5.27. The rural institutes also provide for a two year certificate course in agriculture, in which co-operation is one of the papers along with Rural Economics. The topics covered in this paper are structure of co-operative finance, function of co-operative banks, land mortgage banks, marketing and sale societies etc.

5.28. It is understood that a proposal for introduction of post-graduate course at the rural institutes is under consideration of the Ministry of Education. We suggest that this course may be introduced on pilot basis in one or two institutes. We visited a rural institute and were impressed with the extension work in co-operation being done by that institute. We recommend that each rural institute should run co-operatives in the campus and also inspire people round about their area of operation to take up to co-operation in every field of their way of life.

CHAPTER VI

EDUCATION OF MEMBERS, COMMITTEE MEMBERS & OFFICE BEARERS

Significance of Member Education

6.1. If an experienced co-operator is called upon to identify what, in his view, should constitute the most important asset of a co-operative, invariably he will tend to place his finger on enlightened membership. In this connection, an observation reported to have been made by H. Elldin, a noted Swedish Cooperator, may be recalled: "If we had occasion to start our movement afresh and if we were given the choice between two possibilities that of starting without capital but with enlightened membership and staff or on the contrary that of starting with a large amount of capital and ill-informed members—our experience would incline us to choose the first course."

6.2. The importance of informed membership in a co-operative arises from various considerations. In the first place, it is connected with the fact that cooperatives are democratic organisations wherein every member commands one vote. Hence, as in the case of a democracy based on adult franchise, a co-operative thrives in direct proportion to the understanding of their rights and obligations by its members. In fact, it has been said that "Co-operative movement is a democratic movement, if ever there was one. It, therefore, cannot repose on the sense of a few. Its success will depend on the good sense of the masses .... Education is desirable for all mankind. It is life's necessity for co-operators."

6.3. Another consideration which underlines the role of member education in a co-operative is the fact that where the membership of a co-operative is inert, the social value of the institution, as a training ground for democratic responsibility and business practice, is practically lost. Not only that, the co-operatives' continued development can be undermined by absence of loyalty on the part of such members. It has to be noted that one of the factors in building up loyalty is the member's ability to appreciate the basic philosophy of co-operation. That is why one of the most essential tasks in India is not so much the establishment of co-operatives as the building up of co-operators.

6.4. It is sometimes questioned whether there is a need for member education in a country where people have inherited strong community traditions and are, therefore, used to certain processes of mutual aid. These community traditions are certainly helpful in generating co-operative spirit, but it must be stressed that the requirements of modern cooperation go much beyond the hereditary reflexes of mutual aid. A person, within a modern co-operative has necessarily to learn something more than what the old community traditions have taught him.

Education of ordinary members

6.5. In Chapters II and III of our Report, we have already outlined the present arrangements relating to the education of non-official co-operators. Besides providing for peripatetic classes for committee members and office-bearers, these arrangements also visualise classes of two to three days duration for ordinary members. We have carefully considered the question whether it is desirable to continue making special arrangements for education of ordinary members in addition to those for committee members and office bearers. There are a number of considerations which have a bearing on this question. In the first place there is the problem of numbers. The draft Third Plan envisages that the membership of village cooperatives may go up to 40 million by the end of the Plan. In devising arrangements for education of members, it has to be considered whether these arrangements would be able to result in the education of at least a certain proportion of the total contemplated membership or whether they will merely touch a fringe of the problem.

6.6. The second and vital consideration which has to be kept in view while examining the question of member education springs from the obvious need for making such education as continuous as possible. In fact, generally speaking, in foreign countries, cooperatives do not draw a hard and fast distinction between education on the one hand and promotion of their business activities on the other; these are regarded as only two sides of one and the same programme. It is in this context that it has been observed that the real place of co-operative education is the committee room or the business premises of the cooperative. Cooperative education, in such cases, is dovetailed into the normal operations of the cooperatives and that of their higher tiers of organization. For instance, it is of interest to mention that, in the United States of America, the demonstrators engaged by rural electrical cooperatives combine instruction in the use of electrical power with member education in co-operation.

6.7. We have given considerable thought to the various considerations mentioned earlier. We recognize that in a co-operative where most of the members possess a high level of education and the members are actively involved in running their co-operative, they can, to a large extent, learn co-operation by "doing the job". However, in the context of the conditions in India, where not infrequently co-operatives are sought to be promoted by government or other external agencies and where general education among the members is usually conspicuous by its absence in many parts of the country, co-operative education for ordinary members must continue to be imparted through special arrangements. It does not meet the full requirements of the situation to leave such education as a part of the normal operations of co-operatives and their federal institutions. We would like to emphasize that, even at present, there is generally a considerable gap between the knowledge of ordinary members and that of the office-bearers and committee members of the co-operatives. If co-operative education of ordinary members is not specially arranged for some time to come, it will necessarily tend to widen the gap—a situation which would not be in the interest of the healthy growth of the co-operative institutions. We are, therefore, in entire

agreement with the observations made by Prof. Laidlaw on this subject "if the difficulties of educating the members of co-operative societies in India appear to be greater than in some other countries, the solution is not to write it off as impossible but rather to approach the task with greater zeal, more workers, better programmes stronger and financial support. The very magnitude of the task should be the measure of the educational plan".

Pattern of Education

6.8. In Chapters II and III of our Report, we have already referred to the general pattern of co-opeative education of members, committee members and office-bearers as in force at present in most parts of the country. The pattern envisages a class of two to three days duration for ordinary members generally within the village itself. Except in U.P. and Madras, the ordinary members attending such classes do not receive any stipend. For committee members, classes are held usually at a central village and the duration of a class is generally seven to ten days. Similar classes are conducted by peripatetic instructors for office-bearers for a period of four to six weeks. In most of the States, the Committee members and office-bearers attending these classes receive stipend at the rate of Re. 1 per head per day.

6.9. An evaluation of the member education programme was carried out by the All India Co-operative Union in Bawana Circle of the Union Territory of Delhi. A study of the Member Education Programme was also conducted by the Planning, Research and Action Institute, U.P. Unfortunately both of these evaluations were conducted a few years ago when the member education programme was at the initial stages. Furthermore, the range of investigations was rather limited. Hence, we feel that no firm conclusions can be drawn from these evaluations. We had occasion to visit peripatetic classes at a few places. It appears to us that the effectiveness of these classes has varied considerably and has been largely dependent on the individual instructor. Certain instructors who had the requisite aptitude and who had received training in the methodology of teaching, could hold the attention of the classes and were able to muster adequate response. Furthermore, the effectiveness of the programme was also influenced by the extent to which the educational instructor was able to obtain assistance of the local staff, particularly the supervisors and the extension personnel. From the figures compiled by the All India Co-operative Union, we observe that the utilisation of the capacity of various courses has been considerably uneven and that there are wide fluctuations from State to State. However, the general position seems to be that, in most of the States, the office-bearers' course of four to six weeks duration has been found to be too long particularly for honorary office-bearers.

6.10. We consider that, as a rule, education of members, committee members and office-bearers should be conducted as near their place of residence as possible, and therefore, the normal method of such education should be through peripatetic classes. We suggest that a combined class for ordinary members and committee members, including the office-bearers, should be organised within the area of operation of the village cooperative. This class may be for

a period of three to four days. It should be followed by another three days or so of concentrated training for committee members and office-bearers in the village itself. In this arrangement, we visualise a number of advantages. In the first place, the training would be imparted to the members and committee members more or less near their own place of residence and, hence, there may be no need for providing inducement in the shape of a stipend. All that we would urge is that a small provision for refreshment and cultural entertainment should be made. The second advantage that would accrue by these arrangements is that it should be possible for the peripatetic instructor to visit the society concerned a couple of days earlier and fully familiarise himself with the local problems of that society. We strongly recommend that instruction to members and committee members should be related to the specific problems of their co-operative. Incidentally, we also visualise that the peripatetic training instructor should be able to spare some time and give separately one or more talks to local school children and members of other village organisations.

6.11. It will be noticed that we do not consider it necessary to make a distinction between committee members and office-bearers for purposes of peripatetic training. Our view in this regard has been influenced by several considerations. In the first place, committee members and honorary office-bearers, in practice, often change places at the elections. In the second place, it is generally not possible for an honorary office-bearer to spare requisite time to attend a training class lasting for a period of four to six weeks. Furthermore, a combined class of committee members and office-bearers has the advantage, as pointed out by Sir Malcolm Darling, "of not differentiating between one member of the committee and another—a point not without importance in a matter where control is democratic and responsibility collective."

6.12. In the initial stages, when the scheme of member education was introduced on a pilot basis at six different places, a peripatetic unit consisted of two instructors. It is understood that, in Orissa, before the introduction of the All India scheme, educational classes were organised by governmental staff and the peripatetic unit consisted of two instructors. There are certain obvious handicaps in a peripatetic unit comprising one instructor but we feel that it should be possible to overcome them if the educational instructor operates in conjunction with the local supervisor and extension staff. We, therefore, suggest that the peripatetic unit should continue to consist of one instructor as at present, but he should be given all necessary assistance by the supervisory and extension staff working in the area.

6.13. In the earlier part of this chapter, we have examined the question how far education of ordinary members (as distinct from education of committee members and office bearers) could be left to be attended to by normal agencies such as supervisors and extension officers. For reasons already stated, we have not considered it desirable that special arrangement for education of ordinary members should be dispensed with. However, we suggest that in a few areas where higher co-operative organisations such as

central co-operative banks are effective and are willing to take adequate interest in member education programme, the education of ordinary members may be left to be taken up by the normal staff of supervisors and extension officers. In areas where this suggestion is adopted, it will still be necessary for the classes of committee members and office-bearers being conducted by the educational instructors. The progress resulting from such arrangements may be reviewed after a few years and compared with the position obtaining in other areas where special arrangements are in force.

Expansion of programme

6.14. Although it was envisaged that by the end of the Second Plan there would be two peripatetic units per district in each State, the actual number of units in position at the end of January 1961 was only 338. The number is expected to go up to 380 when the II Plan closes. In addition, a few States such as Maharashtra and Gujerat, have educational instructors employed by the co-operative union outside the All-India Scheme. We estimate that on an average a peripatetic unit holding combined classes in the villages for ordinary members and committee members followed by a few additional days for committee members including office-bearers should be able to deal with 35 societies in a year. We suggest that the number of units in an average district with about 700 societies may be raised, to four instructors in the course of the next two or three years, so that they should be able to attend to the training of about 140 societies in a year. This means that, generally speaking, it should be possible for all committee members, including office-bearers, along with about 50 ordinary members of every society to receive training from an Instructor within a period of 5 years.

Changes in syllabus

6.15. At present, separate syllabus is prescribed for classes of office-bearers, committee members and ordinary members. We have earlier recommended that, at any rate, classes of ordinary members and committee members should be combined, and hence a common syllabus for this purpose is called for. Furthermore, the present syllabus needs simplification in some respects. Certain suggestions in this regard were made by Sir Malcolm Darling when he made his Report in 1957. We are in agreement with those suggestions and would suggest their incorporation in the syllabus. Finally, in the context of the Community Development Programme and introduction of Panchayati Raj, we consider that the syllabus should provide for instruction in the elements of Panchayati Raj institutions and their relationship *vis-a-vis* co-operatives.

Education Methods

6.16. To a large extent, the effectiveness of peripatetic classes is dependent on the effectiveness of the educational methods employed. The method now generally employed is lecture-*cum*-discussion. To a certain extent, workshop method, drama, and question and answer method have also been used. The instructors who have been trained under the auspices of the All India Co-operative Union, have been provided with certain visual aid sets and

some of them have been able to utilise such visual aids. However, generally speaking, there is an acute need felt for Audio-visual aids to increase the effectiveness of peripatetic training. We propose to make certain recommendations in this regard in the chapter relating to training aids.

Selection of Instructors

6.17. It is hardly necessary to emphasize that the success of peripatetic educational programme is mainly dependent upon the quality of the educational instructor. In the words of Madan Committee, these educational instructors are the "pivots of educational activities." It is, therefore, evident that every care must be taken to select the right type of men with suitable academic qualifications, proper aptitude for rural work, and requisite practical experience of the movement. Recently, the Ministry of Community Development and Co-operation laid down that the instructors should have the following qualifications:

(a) he should have at least three years of practical experience of co-operative work.

(b) he should have undergone training at a junior officers training centre or at intermediate training centres;

(c) he should be less than 35 years of age.

We note that, eversince the above qualifications were prescribed, there has been a distinct improvement in the standard of instructors attending the training course arranged for them by the All India Co-operative Union. We suggest that the above qualifications should be considered as essential and should continue to be enforced. However, for instructors taken on deputation from the Co-operative Departments, the age limit may be relaxed upto 45 years at the time of recruitment. Furthermore, for direct recruits who have studied co-operation at the university stage in accordance with the recommendations made by us in Chapter V, the qualifications at (b) above may also be relaxed.

6.18. In the all-India Member Education Scheme, at present, in force, it is visualised that the selection of instructors, to be employed by a State Co-operative Union, should be carried out by a committee consisting of the president of the State Union, the Registrar of Co-operative Societies or his nominee and a nominee of the All-India Co-operative Union. It has been suggested to us that this matter of selection should be left to the State Union and the State Cooperative Department. We consider that there is an advantage to associate the All India Co-operative Union with these selections but the All India Co-operative Union may be represented in the selection boards, through the members of their Executive Committee, residing in that State.

6.19. It is necessary to consider various measures for attracting suitable men to the posts of educational instructors. So far, generally speaking, these posts have been filled up by taking cooperative personnel on deputation from the Department and institutions. This arrangement obviously facilitates interchange of field and teaching experience and, therefore, we suggest that a certain number

of posts of educational instructors may continue to be filled in by taking cooperative personnel on deputation from the co-operative department or institutions. However, for obvious reasons, it would be undesirable for the State Co-operative Union to be entirely dependent upon the department or other co-operative institutions for the supply of education instructors. There is a growing need for an educational cadre being built up by the State Co-operative Unions. Elsewhere, we have recommended that the co-operative unions should progressively take over the co-operative training centres at present being run under governmental auspices. When this recommendation is implemented, an educational instructor employed with the co-operative union should be able to look forward to his promotion as a lecturer and, finally, as a principal in one of the training centres, run by the union. Thus, a hierarchy of posts providing for certain avenues of promotions can be created, thereby resulting in the proposed educational cadre.

Training of Instructors

6.20. In Bombay State, the instructors, known as the educational supervisors, maintained by the Co-operative Union are generally being trained locally. In several cases, these instructors have been put through the intermediate course of training imparted at the Co-operative Training College, Poona. However, in other parts of the country, the instructors engaged by the co-operative unions have been coming over to a common training centres run by the All India Co-operative Union. As indicated in chapter III, the first course of training was organised by the All India Co-operative Union at Dohai in Uttar Pradesh. Subsequently, the venue of the course was shifted to Chandernagar in Gurgaon district, Punjab. At Chandernagar, the All India Co-operative Union conducts a course of two months' duration. The staff of the training centre consists of one principal and two lecturers. Training is also imparted by Dr. J. H. Heckman, TCM Adviser on Member Education Scheme and Dr. A. C. Felder of the Co-operative League of U.S.A.

6.21. The training course conducted by the All India Co-operative Union is primarily a course in methodology of imparting co-operative education. Hence we consider that its present duration of two months is adequate. In order to allot more time for practical instruction, we suggest that certain theoretical portions of the syllabus may, with advantage, be cut down. As regards the question whether training of instructors may be conducted on a decentralised basis, we recognise that there is an advantage if training in local language could be arranged. However, we do not consider this feasible for two reasons. In the first place, an adequate number of instructors may not be forthcoming to justify separate arrangements in each State. Secondly and this is even more important—it is difficult to obtain teachers for conducting a course in methodology of co-operative instruction. Even at the all India Centre run at Chandernagar, such instruction is being at present provided primarily by foreign advisers.

6.22. At present, the training course at Chandernagar is followed by no formal assessment. It was brought to our notice that, in some cases, the trainees were inclined to be indifferent towards the course.

We suggest that, in order to make the trainees attend the course with requisite seriousness, necessary methods of assessment may be adopted and trainees completing the course successfully should be awarded a certificate. Furthermore, no State Co-operative Union should continue to employ an instructor who attends the course but fails to obtain such a certificate.

6.23. We had an opportunity to visit the training centre at Chandernagar. We feel that there is need for considerable improvement in the physical amenities available at the centre. At present the centre is located in a rented building and is lacking in requisite facilities in certain respects. For instance, the total number of books of the library in the centre is only 130. Again, the room where classes are held, lacks adequate ventilation and was originally used as a machine room of an ice factory. Since we envisage a large scale expansion of the member education programme, as a result of which there will be a constant flow of trainees to the centre, we recommend that the centre should be placed on a permanent footing and suitable assistance should be given to the All India Co-operative Union for improving its physical amenities.

6.24. As regards the teaching staff at the basic training centre, we notice that while the courses of training are meant to be primarily in methodology, the regular teaching staff, apart from foreign advisers, is rather ill-equipped to undertake this responsibility. We suggest that the All-India Co-operative Union should take steps to recruit staff who have a co-operative background coupled with experience of educational techniques. For this purpose, government assistance to the All India Co-operative Union should be suitably stepped up.

6.25. It will be necessary to arrange orientation and refresher courses for educational instructors from time to time. We suggest that the State Co-operative Unions with the collaboration of the State Co-operative Departments may annually arrange such courses at the state level. A refresher course at the All-India level may be arranged once a year or so by the All India Co-operative Union. This course may be meant primary for the co-operative development officers of the State Unions. In addition a selected number of educational instructors from each State may also attend the course which may be conducted as a seminar. The Government of India may provide suitable assistance to the All India Co-operative Union for this purpose.

Follow-up Programme

6.26. For a member education programme to be effective, it is necessary that there should be a proper follow-up programme. An educational instructor imparting education to members and committee members, once in a period of four to five years or so, can act only as "a catalytic agent" for awakening an interest in co-operation amongst the members. If this awakening is to have a lasting effect, it must be followed up by suitable measures aimed at reinforcing the initial education provided by the instructor. The need for such reinforcement was brought out by the evaluation conducted by the All India Co-operative Union on the member education scheme in Bawana circle in the Union Territory of Delhi. The evaluation

revealed that a number of participants in the training programme did not remember the answers to several questions because there had been no follow-up activity.

6.27. The follow-up programme can be conducted in various ways and through diverse agencies. There is in the first instance, the extension staff as well as the supervisory staff, which could make it a point to utilise each of their visits to a society for undertaking education unobtrusively. At present the performance of departmental and other supervisory staff is generally judged by their success in certain organisational and regulatory functions. Their contribution to increasing consciousness amongst the members and office-bearers of the societies within their charge should be stressed and kept in view while evaluating their work.

6.28. In the earlier paragraph we have referred to the need for supervisory staff along with extension staff etc. taking a continuous interest in member-education programme. In this connection, we would like to stress that education must be regarded by the supervisors, whether maintained by central co-operative banks or government, as an integral part of their duties. We may recall in this connection what the Bombay Supervision Committee said in 1934: "Supervision at the time of sanctioning the loans, supervision to see that the moneys advanced are not misapplied, supervision to ensure punctual repayments and to check habits of extravagance and wastefulness have become increasingly necessary. Simultaneosuly the members have not only to be trained in the matter of keeping the accounts of the society but continuously instructed in the ideals and practices of co-operation. It (supervision) not only connotes the examination of the working of the society according to the Act, rules and the bye-laws or the security offered to the financing institution, but trains the members and the office-bearers in co-operative principles and the meaning of rural credit and unlimited liability."

6.29. Another person available at the village level for follow-up activities is the school teacher. In certain countries such as Denmark, school teachers have played a notable part in the propagation of co-operative ideals. Elsewhere in this report, we have made certain recommendations regarding modifications in the teachers' training course and the orientation of teachers already in service. We suggest that the school teacher may be increasingly associated with follow-up educational activities concerning co-operatives.

6.30. We are informed that rural institutes of higher education, by virtue of their objectives and nature of curriculum, have to keep in touch with the educational programme affecting the rural community, in their neighbourhood. They are expected to take up member education programme as a part of the extension activity. We suggest that the State Co-operative Unions may coordinate their arrangements with the rural institutes and make the best possible use of these institutes.

6.31. The possibility of trained office-bearers and committee members, taking upon themselves the task of educating ordinary members, also needs to be explored. In certain societies, the trained office-bearers may be able to constitute informal discussion groups and thereby evoke among the ordinary members lively interest in

various co-operative problems. Similarly, we would urge that various occasions such as co-operative week celebrations and holding of gram sahayak camps in the villages should be properly used for discussion of matters relating to local co-operatives. Co-operative conferences held at various levels are also useful in diffusing knowledge and pooling of experience. Dramas staged in rural areas can be another popular medium of member education. In particular, we would urge an effective utilisation of the forum of general meetings of the societies. In this connection, we reproduce below an observation made at an educational conference convened by the International Co-operative Alliance in October 1960. "We should not get the general meetings over quickly with as much swiftness as possible but we should make them live meetings which would arouse the eager curiosity of members and be the beginning of co-operative education."

6.32. Among the activities which may be undertaken as follow-up programme, we may refer to the role of rural broadcasting which is already giving some attention to the requirements of co-operation. The extent of rural broadcasting in this regard may be suitably enlarged. In most of the societies, members are given pass books for recording their business transactions with the society. 'Dos' and 'Donts' in co-operation may be pointed on the cover page of these pass books. In addition, we would suggest that, in suitable batches, co-operators from one area may be taken on a study tour to another area within the state. In addition, certain selected co-operators may also be given an opportunity of inter state visits. Such study tours and visits may be arranged by the State Co-operative Unions which should be assisted for this purpose by Government.

6.33. We have earlier explained why we have considered it necessary to recommend that special arrangements for education of ordinary members should continue to be made. We would like to point out that we do not envisage this as a permanent set-up. We hope that increasingly the co-operatives and their higher tiers of organisation will assume responsibility for education of members and within the framework of their normal operations, they will adequately provide for a continuous process of education of members.

Intensive Training for Selected office-bearers

6.34. We have given considerable thought to the question whether institutional arrangements for intensive training of office bearers of co-operative societies should be provided. We notice that, in this connection, there is no experience available at present. The only concrete experience of a somewhat parallel character is that of institutional training of sarpanches and block development committee members. Such institutional training has been arranged in Rajasthan in Divisional Training Centres where courses of ten days duration are conducted. The trainees are given free board and lodging. It may also be added, that, under the Panchayat Law in force in Rajasthan, literacy is a compulsory qualification for a sarpanch. Furthermore, in the rules framed by Rajasthan Government under the Panchayat Act, a sarpanch defaulting in attending the training course is liable to be disqualified. Thus there are certain peculiar features in the institutional training of sarpanches, which may not

hold good in regard to the institutional training of office-bearers of co-operative societies.

6.35. Some time ago, the Bombay State Co-operative Union formulated a scheme for establishing 20 training institutes, at the rate of one for two districts, for training of part-time secretaries and village co-operative leaders. For the latter category of persons, it was envisaged that a three weeks' course should be conducted. The intention was to have three sessions with a capacity of 50 each. The scheme further provided that the village leaders attending this course should receive a stipend of Re. 1 per day. The scheme has not so far been sanctioned for implementation and hence no experience about its impact is forthcoming.

6.36. The question of institutional training for certain categories of non-official personnel came up for consideration in the conference of Registrars of Co-operative Societies held at Jaipur on 29th and 30th January 1960, and subsequently in the conference of State Ministers of Co-operation held at the same place on 31st January 1960. It was suggested in these conferences that district training institutes might be started under the auspices of the district co-operative unions, for imparting training to office-bearers, part-time secretaries and members of managing committees. The concensus of opinion was that district training centres would greatly help in improving the quality and effectiveness of the training programme. In the Ministers' conference at Jaipur, a view was also expressed that a coordinated and integrated education programme for the personnel connected with the panchayats, community development programmes and cooperatives might lead to an integrated approach to rural development and also reduction in cost. Subsequently, the Ministry of Community Development and Co-operation worked out certain proposals for starting district institutes for training of presidents and vice-presidents of co-operatives, sarpanches and up-sarpanches, part-time secretaries of co-operatives and panchayats etc. The scheme envisaged that these institutes might be jointly managed by district co-operative unions and zilla parishads. These proposals have been under consideration for quite some time and the matter has been eventually referred to a Working Group appointed by the Planning Commission. We understand that no final decisions regarding the scheme have so far been taken.

6.37. While considering the question of institutional training for office-bearers of co-operatives, we feel that there are a number of considerations which have a bearing on the problem. In the first place, as already pointed out by us, the committee members, including the office-bearers, have a collective responsibility under the bye-laws of the co-operatives. In fact, at the village level, the president or vice president of a co-operative does not have any specific functions as distinguished from those of other committee members. In fact, the honorary functionary who is the most important in a village co-operative is usually the honorary secretary or treasurer. Therefore, we do not think it would be advisable to think in terms of institutional training for all presidents and vice-presidents of co-operatives. In addition, it has to be reckoned that office bearers of co-operatives may often be illiterate and, in several cases, they may be unwilling to go over to a distant residential training centre. At the

same time, we are of the view that it would be an advantage to pro-
vide institutional training to certain selected office-bearers, over and
above the training received by them from a peripatetic instructor.
Selection of the office-bearers for this purpose may be made on
considerations of literacy, keenness of interest and willingness to
receive institutional training. The objective may be to provide for
institutional training to one office-bearer selected out of a group of
two or three societies. Such training may be arranged during off-
season and the duration of the training may be 7 to 10 days. The
trainees may be provided free board and lodging and the cost of
transport may also be reimbursed.

6.38. For the programme of institutional training of selected
office-bearers, we do not envisage setting up of separate training
institutes. Elsewhere, we are recommending expansion in the
number of existing junior officers training centres. After the pro-
posed expansion is brought about, there will be about 120 junior
officers training centres in about 320 districts in the country. In
other words, there will be one junior officers training centre for al-
most three districts. It should be possible to arrange courses of
training for 7 to 10 days duration for selected office-bearers in these
junior officers' centres.

6.39. In the earlier paragraphs we have indicated the reason why
we do not consider it necessary to make a distinction between com-
mittee members and office-bearers for purposes of peripatetic train-
ing. The position of an honorary secretary as an office-bearer is of
special importance and we suggest that in case the honorary secre-
tary or part time paid secretary is not willing to receive institution-
al training, it may be an advantage to arrange a special course of
training of about 4 weeks duration for honorary part time paid
secretaries of a group of societies in a central village.

CHAPTER VII

TRAINING OF CO-OPERATIVE INSTITUTIONAL AND DEPARTMENTAL PERSONNEL

Separation of Training of Institutional and Departmental Personnel

7.1. In Chapter III of our report, we have indicated that, for purposes of training, the institutional and governmental personnel are classified into three categories, namely, junior, intermediate and senior, and each category of staff is generally trained together. This combination of institutional and governmental personnel for the purpose of training has been supported in the past by considerable weight of co-operative opinion. In 1945, the Co-operative Planning Committee had expressed the view that it was undesirable to have training colleges exclusively for the employees of Co-operative Department. This matter was considered at length by the Madan Committee on Co-operative Education and Training, appointed by the Bombay Government, in 1946. The Committee opposed the existing "bifurcation of educational arrangements" wherein the institutional and governmental personnel were trained separately. The Committee recommended that the then prevailing arrangements should be replaced by a common system of training. In making this recommendation, the Committee was primarily guided by two considerations. The first consideration was purely practical. Experience had shown in Bombay State that enough number of trainees were not forthcoming to the regional schools run by the Bombay Provincial Co-operative Institute. Similarly, the Co-operative Department was not finding it possible to have continuous training arrangements for its own staff. Consequently, the Madan Committee felt that if training for non-officials and officials was amalgamated, it would be possible to ensure continuous flow of trainees.

7.2. The second consideration which influenced the recommendation of the Madan Committee, may be reproduced here in the words of the Committee itself:

> "The educational and training requirements of the staff of the Co-operative Department and the non-official organisations differ in some respects, but they have very much in common and both will gain if they were to study together at the same centre. Left to itself, the training given by the Institute may tend to be too academic and the Department, by itself, may be prone to concentrate on the practical side of the work, without paying adequate attention to the principles and broader aspects of co-operation. Pooling together of the experiences of both will not only be to their mutual advantage, but will also result in the evolution of an improved system of training. Further, the fact that under our scheme, the official and non-official personnel would study and live together,

would, we hope, have a wholesome effect on the future of the movement."

7.3. On a scrutiny of the prevailing arrangements, we have come to the conclusion that whatever ideological and practical considerations may have influenced the policy in the past, in actual practice a common course of training for institutional and governmental personnel has led to several handicaps and deficiencies. We may, in the first instance, indicate that the practical consideration which had weighed with the Madan Committee about not finding an adequate number of trainees of either kind, is no longer valid. The number of governmental personnel and institutional personnel, at the lower level, which have to receive training is sufficiently large so as to adequately feed more than one training centre in every State.

7.4. It has been brought to our notice that the departmental personnel attending the Junior officers' training centres generally have a distinctly higher educational background than the candidates drawn from co-operative institutions. In some States, such as Orissa, the minimum qualification for recruitment of junior departmental officers is Intermediate. In other States where the minimum qualification prescribed by recruitment rules is only matriculate, in actual practice the recruitment is largely from intermediates and even graduates. On the other hand, the institutional candidates are invariably matriculates or, in many cases, even non-matriculates. The result is that the present arrangement leads to an intermingling of candidates with different educational backgrounds—a feature which is evidently a handicap in imparting instruction in a common class.

7.5. Our observation of some of the co-operative training centres has revealed that a combination of institutional and governmental personnel has in, many cases, led to the institutional personnel labouring under distinct inferiority complex *vis-a-vis* their departmental colleagues under training with them. In some cases this has had the unfortunate effect of dividing the trainees into two distinct groups. Such an atmosphere is evidently not conducive to a healthy spirit in a training centre.

7.6. Since the departmental trainees at the junior officers centres are generally raw recruits, the possibility of such trainees and the institutional candidates exchanging and pooling their experiences has not been very real. Finally,—and this is very important—the combination of training in our view had led to the unfortunate situation wherein the institutional candidates have been necessarily fitted into the procrustean bed of the classification primarily suited for departmental candidates. Hence, in certain respects, the training of institutional personnel appears to have been conducted without taking into account their own special requirements. In particular, the institutional candidates, while receiving almost an over-dose of theoretical instruction, have not had adequate opportunity of job-training.

7.7. In the subsequent parts of this Chapter we propose making recommendations regarding the content and the duration of courses necessary for various kinds of institutional and departmental personnel. Generally speaking, we are recommending relatively short duration courses for institutional personnel, while the training of departmental personnel is intended to be continued on a longer duration basis as at present. Hence a combined course of training of institutional and departmental personnel will not be desirable in the context of our recommendations.

7.8. For the above considerations, we are of the view that separate courses of training may be arranged for institutional and departmental personnel. At the junior officers level, even the training centres may be separated as far as practicable. In other words, one or more junior officers training centres in a State may be earmarked exclusively for training of departmental personnel, while the rest may be concerned with training mainly of junior institutional personnel. We may point out that this is already the case in several States such as Madras, Andhra Pradesh, Kerala and Orissa. As regards intermediate and higher personnel, separate training centres are not feasible for practical considerations. However, we suggest that institutional personnel, now included in the intermediate or senior category, should receive separate courses of training and the present intermediate course may be continued only for departmental personnel. The special courses required for institutional personnel are indicated below.

Training of banking personnel

7.9. We may, first of all, consider the requirements of training of key personnel in the banking structure, such as managers and chief accountants. It appears to us that while considerable attention has been paid to the formulation of policies in the field of co-operative banking and the training of banking personnel, the personnel occupying strategic position in the co-operative banking structure are generally not adequately equipped to conduct co-operative banking along modern lines. Hence there is need for the key personnel of co-operative banks being put through a specialised course in banking.

7.10. At present, the senior personnel of co-operative banks are expected to undergo the senior officers course at Poona. We consider that this course is not quite useful from the point of view of the staff deputed by co-operative banks. We suggest that the policy of training senior co-operative banking personnel in the existing course at Poona may be discontinued and instead the Reserve Bank may make arrangements for the training of co-operative banking personnel at the Bankers' Training College, Bombay. The Bankers' Training College at present offers two courses—a senior course and an intermediate course. We consider that the intermediate course of eight weeks duration would be suitable for the co-operative banking personnel of the rank of managers etc. During our visit to the Bankers Training College, we were impressed by the excellent lay-out of the institution, but even more so, we were impressed by the severely practical character of the training imparted. Nearly half the time is devoted everyday to practical training in

the class room where actual problems are reproduced and the trainees are called upon to tackle them under the supervision of the tutors. The expenditure per trainee in the intermediate course is Rs. 500/-. We do not think it should be difficult for co operative banks to incur this expenditure for the training of their staff. At present, the intermediate course at the Bankers' Training College has a capacity of 24 trainees per course and five such courses are held in a year. We were given to understand that, with some additional hostel facilities, it should be possible for the college to take an additional trainees in each course. We strongly urge that this matter of extension of hostel facilities should be examined further, so as to enable the co-operative banking personnel to obtain specialised training in the premises of the Bankers' Training College. As regards the Chief Executive Officers of State Co-operative Banks we suggest that they may undergo training at the Senior course offered by the Bankers Training College, Bombay. This course is for a period of 9 weeks and is meant for key personnel from big Banks.

7.11. The co-operative banking personnel holding the rank of managers, etc. are generally persons who have risen from the ranks and who have, therefore, usually done basic co-operative training in a junior capacity. There may, however, be a small number of new entrants brought into the field of co-operative banking. In their case, the specialised course in banking should be preceded by a course in co-operation. For this purpose, we do not consider it necessary that the incumbent should be put through the present intermediate course. A shorter *ad-hoc* course may be devised for this purpose and conducted at the training centres meant for intermediate personnel.

7.12. As regards other bank personnel they would broadly be divisible into two categories, namely, supervisors and others. For supervisors maintained by the co-operative banks, we suggest that, as at present, they should attend the course prescribed for junior departmental officers. For other employees of co-operative bank such as clerks, the junior course appears too long and we suggest that such personnel may attend the course proposed by us for secretaries of village societies in para 7.18.

7.13. Recently, the Central Committee for Co-operative Training made arrangements for a special refresher course for co-operative bank personnel at the block level co-operative officers training centre, Patiala. The duration of this course was 2 *weeks*. We consider that such *ad-hoc* courses would be useful and may be organised at appropriate intervals.

Training in Land Mortgage Banking

7.14. In Chapter III of our report we have already indicated the details about the special course in land mortgage banking conducted at the intermediate training centre, Madras. This course already has an adequate practical bias, and therefore, of all the special courses arranged by the Central Committee, perhaps this course has been most appreciated. Hence we suggest that this course may continue and its content and duration need no alteration. However,

we consider that there is need for special instructions in the State Land Laws and this may be arranged separately at the state level.

Training of Marketing Personnel

7.15. In Chapter III, we have indicated the details of the special courses in co-operative marketing which are at present offered at the intermediate centres, Poona, Ranchi, Meerut, Indore and Madras. These courses are of two types, namely, a six-month course for relatively new entrants and a four-months courses for experienced personnel who have already done a basic course in Co-operation. We are in agreement with this approach except that we would suggest that the duration of practical training for either category should be increased. For the new entrants, out of six months, four months may be devoted to practical training. For the other marketing personnel, out of four months, three months may be earmarked for practical training.

7.16. In addition, it appears to us that there is need for making such training more effective. The trainees must be made to undergo a complete drill in the business operations of the marketing society. Hence, apart from their study trips to marketing societies, we consider that it would be useful if the trainees either singly or in batches of two are attached for sufficient duration to one or two well developed marketing societies generally dealing in agricultural commodities of the kind in which the trainees are interested. Incidentally, the scope of practical training should also include a study of the working of regulated market committees.

Training in Co-operative Farming

7.17. An Education Sub-committee of the National Co-operative Farming Advisory Board is examining the question of arrangements for special training in co-operative farming. Hence, we have not considered it necessary to offer any suggestions in this regard.

Other ad hoc *special courses*

7.18. As already indicated in Chapter III a special short term course on industrial co-operation for intermediate level personnel, connected with industrial co-operatives, has recently been introduced at the block level co-operative officers training centre, Hyderabad. The duration of the course is four months including two months practical training. We suggest that such short duration courses may be organised on an *ad-hoc* basis from time to time. Similarly, *ad-hoc* courses for consumer co-operation or other special types such as labour co-operatives may be arranged in different States. These courses should necessarily be of short duration and should have a severely practical content.

Training of Secretaries of Societies

7.19. Recently, the Central Committee for Co-operative Training has approved a scheme wherein Secretaries of service co-operatives who are generally non-matriculates in Rajasthan, are being provided a course of training for a period of three months. We consider that

this period should generally be adequate for the training of secretaries of service co-operatives, rural industrial societies and other similar co operative institutions. Part-time paid secretaries of village societies who are at present receiving training in the office-bearers course, organised by peripatetic instructors, may attend a shorter course. Apart from limited instruction in theory, the course should primarily consist of practical training. In other words, it should essentially be regarded as a job training course.

Refresher courses for institutional personnel

7.20. In 1946, the Madan Committee on Co-operative Training had pointed out that, besides initial training of secretaries of village co-operatives, there was a need for refresher courses of three days' duration once in two years. We are in agreement with this approach and would reiterate the recommendation made by the Madan Committee. Apart from secretaries of societies, other institutional personnel also require orientation from time to time. Hence, we suggest that short duration refresher courses should be organised for them at least once in two years.

Training of Junior Departmental personnel

7.21. According to the integrated scheme of co-operative training approved by the Central Committee, a junior officers training course is generally of six months duration (4 months theoretical training and two months practical training). During our visits to various junior officers training centres, we were struck by the unanimity of opinion of all concerned that this period of training was inadequate for junior co-operative departmental personnel. In fact, in a few States, the duration of training is already longer than six months. For instance, the duration of the course at the central co-operative training institute, Hyderabad, where junior departmental personnel are trained, is 12 months. We consider that a minimum period of 9 months should be regarded as adequate. Since the minimum qualification generally prescribed for junior co-operative departmental personnel is matriculation, it is necessary that such personnel are given adequate grounding in the theory of co-operation and certain allied subjects. Therefore, we suggest that the period of nine months may be divided into five months of theoretical training and four months of practical training, and that the syllabus currently in force may be suitably revised. While making this revision, greater emphasis may also be given to audit.

Training of Intermediate departmental personnel

7.22. For the intermediate co-operative departmental personnel who are directly recruited, we consider that the duration of training should continue to be for a period of 11 months as at present. With one month's mid-term vacation, the effective period will be 10 months. As regards intermediate personnel who have been promoted from the junior rank and who have attended the junior officers course, we do not consider that their attendance in the intermediate course should be considered necessary. For such promoted intermediate officers, a short duration course should be sufficient. It may be pointed out that already, at Tirupati, the persons promoted

to the rank of co-operative extension officers in Andhra and Madras receive training for a period of 3½ months only. Similarly, very recently, the Central Committee has approved a special course of 4 months training for promoted inspectors of co-operative societies in Punjab.

Training of Assistant Registrars

7.23. As regards directly recruited Assistant Registrars (juniormost gazetted officers in the co-operative department), the system of training prescribed varies in different states. In Rajasthan, a direct recruit is required to undergo training for a period of three months and 22 days as an under-study when he is required to work with an assistant inspector, inspector, clerk in the Assistant Registrar's office, manager of the central bank and finally with the Assistant Registrar. In U.P., a directly recruited Assistant Registrar is expected to work with a supervisor, auditor and an inspector for a period of three months. Subsequently, he works as an additional assistant registrar under an experienced assistant registrar for a period extending to one year. In Punjab, the period of training of directly recruited assistant registrars which used to be three years and has now been reduced to two years, is broken up as follows:

With an assistant Registrar	1 month
Independent charge as sub-Inspector	3 months
Independent charge as Inspector	6 months
Working in the Central Co-operative Bank	1 month
Working in the State Co-operative Bank	1 month
Working with Auditor	1 month
Working in Registrar's Office	1 month
Training at Poona	6 months
Personnel Assistant to an experienced Assistant Registrar	4 months

7.24. Sir Malcolm Darling recommended the Punjab system as a useful model for other States. We consider that there may be need for certain variations in the light of local conditions. However, it is essential that the need for proper training of a directly recruited assistant registrar is pointedly kept in view. As the principal officer of the co-operative department at the district level (also called the Deputy Registrar in Madras and Andhra) he occupies a position of strategic importance and the need for his adequate training cannot be minimised.

7.25. A directly recruited assistant registrar, after he has worked in the field for a few years, and a person promoted to the rank of assistant registrar should be required to undergo an orientation course on the lines of senior officers course now conducted at Poona. The period of the senior officers' course is, at present, generally six months, reduced to five months for experienced personnel. We consider that this period may be further cut down to three months. The syllabus for the orientation course for the assistant registrars should be so devised as to avoid repetition of any subject of study which is provided in the intermediate training course. It may be

added that recently the Central Committee for Co-operative Training decided that a directly recruited assistant registrar after serving in the department as a probationer for about six months and after having acquired background of the nature of co-operative work, should receive his basic training in an intermediate course. We are entirely in agreement with this approach. We would like to point out that, in several States an impression had prevailed that the senior officers course at Poona was a basic training course. It is time that his impression is dispelled.

Training of Senior Deputy and Joint Registrars

7.26. Recently, the Central Committee organised a special course for directing officers of the co-operative departments such as senior deputy registrars and joint registrars. This course was conducted at Poona. The duration of the course was three weeks. We consider that, from time to time, such *ad-hoc* courses for senior officers of the co-operative department may be organised and should prove useful.

Training of Registrars

7.27. From time to time the need for proper training of persons appointed to the post of Registrar of Co-operative Societies has been emphasised. In April 1955, the Conference of State Ministers of Co-operation suggested that generally a person should work as deputy or joint registrar for two to three years before appointment as Registrar. In 1957, when Sir Malcolm Darling examined the position, he made rather severe comments in regard to the lack of training for the Registrars. He observed; "It is still the rule rather than exception for the Registrar being appointed without any training. In view of the great weight of authority on the subject, the practice seems to me indefensible and short-sighted. I suggest, therefore, that every possible pressure, financial and otherwise, should be put upon any state government that persists in the practice; and it should now be hard and fast rule that no one should be appointed Registrar without at least a year's training".

7.28. Sir Malcolm Darling had also recommended that ordinarily every Registrar should have on his staff some one competent to succeed him and sufficiently trained and experienced to be able to do so. He suggested that as a member of the Indian Administrative Service, he is generally appointed as a Registrar. He should be attached to the training for at least a year before a vacancy occurs. We notice that there is an increasing awareness on the part of the State Governments for the need to adopt this policy. It is still, however, not uncommon for a person to be appointed as Registrar without having undergone any training as under-study. We therefore strongly urge that the recommendation made by Sir Malcolm Darling should be invariably implemented.

Pre-training and post-training job experience

7.29. We consider that it is not desirable that departmental candidates should, immediately after recruitment, be sent for training or they should be put on an independent charge immediately

after the completion of training. We would emphasise the need for pre-training as well as post-training job experience. Candidates who have no experience of field work, before attending a training course are unable to relate instruction to the specific contents of their job because they have no mental image of the job concerned. Such trainees have been compared to medical students trying to learn the art of surgery without having seen a body dissected. It is, therefore, necessary that a departmental candidate should work with an experienced officer for a few months before being sent for training in an institution. Similarly, he should be attached for some time to an experienced official after completion of his training and before he is assigned an independent charge. In this connection, we may point out that recently the Central Committee decided that intermediate personnel, before being admitted to the intermediate course, should be required to have a pre-training job experience of six months. The actual implementation of this decision is being hampered in certain cases by the recruitment rules which do not provide for such pre-training job experience. We consider that no financial considerations should be allowed to affect departmental efficiency and suggest that the recruitment and service rules should be suitably revised to provide for pre-training and post-training job experience.

Practical Training

7.30. In the earlier paras of this Chapter, we have emphasised the need for orienting training of institutional personnel from the point of view of the practical requirements of the jobs that they may be called upon to do subsequent to their training. An emphasis on practical training of co-operative departmental personnel is also called for. At present, to use Sir Malcolm Darling's phrase, balance is "to much tilted" in favour of the theoretical part of the training. Consequently, there are complaints from senior departmental officers and others that the newly trained departmental personnel, while possessing a certain amount of bookish knowledge, are not equal to the task of doing their job with requisite practical proficiency. Hence we reiterate what has already been said by many observers of the co-operative training programme that "there should be more of practical training and such training should be more practical".

7.31. The practical training that is at present imparted in the junior officers course and the intermediate course is partly in the form of observation and participation tours. A certain number of co-operative societies of particular types have been prescribed for visits. It appears to us that these visits do not impart an adequate degree of practical training. This is due to several factors. In the first place, in some cases, the trainees are sent in batches whose strength may be too large for concentrated and individual attention. Secondly, there is the difficulty of getting suitable guides for conducting the trainees. Thirdly, there are difficulties in persuading the societies concerned to devote adequate attention towards affording opportunity to the trainees to study their working. Finally, there are certain inherent limitations in the system of observation and participation tours. The trainee necessarily

remains an outsider and, therefore, cannot easily acquire an insight into the working and problems of the co-operative institutions.

7.32. We would suggest that, apart from observation and participation tours, greater attention should be devoted to practical training within the class room. For this purpose, we commend the system adopted in the Bankers Training College where field problems are reproduced in the class room and the trainees are called upon to tackle them under supervision of the lecturers. We notice that Central Committee has already suggested to the training centres to acquire old books of liquidated societies. Similarly, some centres are using blank audit forms and other proformae of various types of societies. We would urge that this process should be carried further and procedural training in specific practical problems, for example preparation of papers for registration of a society, preparing an arbitration case, handling a liquidation case, should be carried out within the training centre.

Adoption of a Society

7.33. Another measure which may be used for purposes of training is to give the trainees an experience of actually running a co-operative store and a co-operative mess within the training centre itself. Another suggestion which is already to some extent being implemented is adoption of certain number of neighbouring societies by the training centre.

Revision of syllabi

7.34. In order to place greater emphasis on practical training and to provide for adequate time for this purpose, it is necessary that the syllabus for the junior co-operative departmental officers courses and intermediate departmental courses should be suitably pruned. For instance, we would suggest that, in the syllabus for the junior officers co-operative departmental course, most of the references to laws other than the co-operative Act may either be completely omitted or drastically cut down.

7.35. In the context of the developing system of Panchayati Raj and the Community Development Programme and in view of the fact that co-operative departmental personnel will be operating in close collaboration with Panchayati Raj institutions, it is necessary that they should be given an adequate understanding of the basic frame-work. Hence we suggest that the syllabus should be modified so as to include an elementary introduction to the Panchayati Raj system and also the role of Co-operation in the Community Development Programme.

Teaching Staff

7.36. The strength of the teaching staff in co-operative training centres at various levels appears to us to be adequate. However, with the introduction of instruction in Panchayati Raj system, as suggested by us, and also for the purpose of enabling the teaching staff to undertake field studies and research as recommended by us in the subsequent chapter, the need for strengthening the teaching staff will have to be considered. *Prima-facie*, increase in the

strength by one lecturer in the centres for intermediate personnel will, in the initial stages, suffice.

7.37. For the teaching staff, we consider, that a minimum field experience of five years should be considered essential, apart from the requisite academic qualifications. This is necessary to ensure that the teaching in the co-operative training institutions has the required professional bias. From time to time, the teaching staff should be inter-changed with the field staff so that, as far as possible, the teaching personnel do not become the usual text-book type. In order to ensure that first rate officers from the department are willing to serve on the teaching assignment, we suggest that suitable inducements by way of special pay and house rent allowance may be provided. At present, we notice that in some States such as Kerala, while co-operative departmental personnel on teaching duty in extension training centres, are entitled to a special pay, no such pay is admissible in regard to the posts borne on the cadre of the junior co-operative training centres. We consider that such a discrimination is likely to prevent co operative training centres from having men of requisite calibre. At any rate, we would strongly deprecate any attempt to treat co-operative training centres as a kind of dumping ground for inefficient personnel of the co-operative department.

7.38. Another suggestion which we would like to urge is the need for ensuring that the teaching staff in the co-operative training centres is of an age when they are able to imbibe new ideas. In particular, it is necessary if the teaching staff is also to be entrusted with the function of undertaking field studies and investigation. We observe that at present nearly fifty per cent of the teaching staff in the intermediate and senior officers' training centres, consists of retired officers. We consider that progressively the complexion of teaching staff should be changed and towards this end, we recommend that the State Governments should space suitable officers.

Teaching techniques

7.39. There is now an increasing awareness that proper teaching techniques are necessary for effective training in any field including the field of co-operation. Although some efforts towards adoption of new techniques such as seminar and workshop system have been made, we are inclined to think that the normal method of instruction still continues to be lecture-cum-discussion. This method has its own particular utility provided it does not degenerate into mere dictation of notes, "a process by which materials are transferred from the instructors' notes to those of the students without going through the head of either".

7.40. At the intermediate centres as well as the Poona College, a certain amount of auidio-visual equipment has been made available by the Central Committee through the good offices of Prof. Laidlaw, by obtaining assistance from the Government of Canada under the Colombo Plan. This equipment mainly consists of film projectors, film strip projects transformer and certain other literature. Thus the intermediate and the senior co-operative training

centres are equipped to make use of audio-visual aids for purposes of instruction. At the level of junior officers centres such aids and equipment are completely lacking. We consider that it would be an obvious advantage if certain minimum audio-visual equipment and aids are supplied to all junior officers training centres. In this connection, we propose making suitable recommendations under the Chapter relating to training aids.

Assessment of trainees

7.41. In Chapter III, we have generally indicated the methods followed in assessment of trainees for senior and intermediate courses etc. We note with satisfaction that the Central Committee has progressively laid less and less stress on formal examinations as a mode of assessment. We consider that further improvement in this direction is possible. For instance, at present, generally speaking, in the junior officers training centres internal assessment consists only of two hours tests. We suggest that a candidate's behaviour and extra curricular activities should be taken into account for purposes of internal assessment. We would further recommend that as far as possible the suggestion made by Sir Malcolm Darling that there should be not more than one intermediate and one final examination may be carried out.

Provision of permanent buildings

7.42. While a permanent building is under construction for the regional training centre at Madras and while plans for building of the co-operative training college at Poona are understood to have been drawn up, generally speaking, the co-operative training centres are located in rented buildings. As far as these buildings and other connected facilities are concerned, it has been said that there is a "wide variation between the best and the worst: the best are very good, at the other end the poorest are very far from good". We consider that a suitable location, buildings and other necessary facilities are a condition precedent for a proper co-operative training centre. "Even in education," says Sir Livingstone "Man remains a social animal... No doubt the lamp of wisdom can burn in solitary shrines and even in dismal lecture halls. But for the many it will not burn brightly, if at all, unless fanned by that social, corporate life which both educates and makes education attractive".

7.43. We obesrve that, for the junior officers' training centres, Government of India have recently undertaken to share the rent for accommodation. It is, we consider, an improvement upon the previous situation wherein Government of India undertook no responsibility either for rent or for construction of buildings. We observe that central assistance is admissible for construction of buildings for agricultural colleges etc. We are of the view that similar central assistance should be available to State Governments for constructing permanent buildings for selected co-operative training centres. For the Third Plan, we would suggest that, apart from providing permanent buildings to training centres meant for intermediate and senior personnel, two centres for junior personnel in each State may be assisted for construction of permanent buildings.

Admission of private candidates

7.44. In the preceding paragraphs we were largely concerned with questions arising out of provision of in-service training to junior, intermediate and senior co-operative departmental personnel and also persons employed by co-operative institutions. It has to be considered whether, in addition, admission to co-operative training centres should be open to private candidates. The prevailing picture in this respect is that neither the senior officers course nor the intermediate course except at Poona is open to private candidates. As regards the junior officers course, the policy adopted is different in various State. In most of the States, even the junior officers course has been looked upon as an exclusively in-service course and admission has been restricted to candidates already in service of co-operative departments or co-operative institutions or persons sponsored by co-operative institutions, along with assurance for their subsequent employment. However, in some States, such as Madras, Andhra, Maharashtra, Gujerat, Kerala, the junior officers course has also been open to private candidates. In the junior officers centres called Sahakari Vidyalayas run by the Bombay State Co-operative Union, generally, about 20 per cent of the candidates admitted in a course are private. At some places, in Madras State, we had occasion to notice that the private candidates were almost in majority. These private candidates are not allowed any stipend which is payable to candidates sponsored by the co-operative department or co-operative institutions. At some places, private candidates are receiving training without any tuition fee but, even in this regard, the position is not uniform. At some training centres, particularly those run by the regional co-operative institutes in Madras State and Andhra Pradesh, trainees are required to pay tuition fee.

7.45. We consider that co-operative training centres, at various levels, should continue to be looked upon as essentially staff training centres. However, at the junior centres, up to 25 per cent of the seats may be thrown open to private candidates who may not be paid any stipend. At the intermediate centres the number of private candidates should not ordinarily exceed 10 per cent. The reason which has prompted us to recommend admission of private candidates at various levels is that such candidates may, in due course, be available to co-operative institutions for employment. In other words, the co-operative institutions, to a certain extent, will be saved from the financial obligation of keeping a post of Secretary or manager vacant until the person recruited by them has received training. In due course a similar development may also take place with regard to posts within the co-operative departments. In fact, wherever a body of trained private candidates is already available, the co-operative institutions/departments have found ready made material for direct appointment.

Compulsory training of institutional employees

7.46. While training of persons employed by co-operative departments is generally obligatory in different States under the co-operative service rules, the position of institutional employees differs in various States. In Madras and Andhra Pradesh, it is understood that the statutory rules prevent co-operative institutions from employing persons who are not already trained. In other

States we notice that the new co-operative Acts invariably contain a provision empowering the government or the Registrar to prescribe qualifications for employees of co-operative institutions. We consider that it should be increasingly made obligatory on all whole-time employees of co-operative institutions (other than purely technical personnel) to receive necessary co-operative training. Our recommendation about admission of private candidates will, to a certain extent, make trained persons available for employment in co-operative institutions. For the raw recruits, it should be incumbent on the co-operative institutions to sponsor them for co-operative training within a certain specified period. It is also suggested that the bigger societies may encourage employees to receive training by offering them suitable inducements such as accelerated increments.

CHAPTER VIII

TRAINING OF OTHER GOVERNMENTAL PERSONNEL

Training of Administrative Service Officers

8.1. In Chapter IV we have indicated why we consider necessary that, besides the officers directly connected with co-operative work, other governmental personnel whose activities impinge on the co-operatives, should be made co-operative-minded. Considering the strategic position which the administrative service officers (both I.A.S. and State Civil Service) occupy in the structure of government, the need for giving them a general grounding in co-operation is obvious. This aspect was taken note of by the Maclagan Committee on Co-operation as early as 1915. While dealing with the question of training of young assistant collectors, the Committee observed :

> "We recognise there are other claims upon their attention and would not suggest any special course of training or any substantial addition to the departmental examination. Where Assistant Collectors are already being sent on a course of Training in Survey, Settlement of Agriculture, the opportunity should be taken of requiring them to visit a few typical co-operative societies with a competent instructor. Again when the Collector under whom the Assistant Collector is placed for training, inspects co-operative societies on his tour, it would be advisable for him to take his assistant with him, and the Registrar in the course of his tours should make a point of inviting the officers of the District to accompany him on his inspections. In the departmental examinations the subjects prescribed already take up so much of an officer's time that we hesitate to recommend any addition to the syllabus, but if a brief and suitable pamphlet on the principles and practice of co-operation in the province could be compiled, we would suggest that it might well be included in the subjects in which officers are examined".

8.2. We are generally in agreement with the approach outlined above. We would suggest that, so far as Indian Administrative Service probationers are concerned, they may visit the Co-operative Institute of Advanced Study and Research proposed by us elsewhere. This visit may be made a part of the study tour which the I.A.S. probationers are required to undertake as a part of their training in the Academy of Administration. After completing the training course at the Academy, the new entrants to the Indian Administrative Service are generally required to undergo further training in a State Revenue Training School or State Civil Training School. We suggest that such normal training should take into account the requirements of Co-operation.

8.3. As regards the Indian Administrative and State Civil Service officers already in service, some of them would have opportunity to discuss certain aspects of co-operation while attending the orientation course conducted by the Central Institute of Study and Research in Community Development. In addition, we suggest that at the State Service College or similar equivalent institution, action may be taken to organise a short duration seminar in co-operation for the benefit of I.A.S. officers of the rank of collectors.

8.4. As regards the departmental examination we would suggest that, along with Panchayati Raj institutions and community development, co-operation should also be introduced and these three subjects together should constitute a paper in departmental tests.

Training of Agricultural officers

8.5. In the B.Sc. (Agri.), generally speaking, the paper on Agricultural Economics includes a substantial element of co-operation. Hence we do not consider it necessary that agricultural officers should be required to undergo any special course of training in co-operation. Furthermore, agricultural officers and other district level officers concerned with animal husbandry and panchayats receive some elementary training in co-operation when they attend Orientation and study Centres, run by the Ministry of Community Development. However, we suggest that, from time to time, divisional seminars of subject-matter specialists may be arranged by the State Co-operative Department in order to acquaint such specialists with new trends in co-operative policy and programme.

Training of Education Officers

8.6. In Chapter V, we have made certain recommendations regarding the introduction of teaching of co-operation at the pre-university and the university level. We have also suggested certain modifications in the curriculum of the training of teachers. We consider that the education officers who have to supervise the work of school teachers, should also have a basic grounding in the elements of co-operation. For this purpose, seminars at suitable places may be arranged by the State Co-operative Departments.

Other Governmental personnel

8.7. In some States, officers of the Industries department or cane department exercise statutory powers under the co-operative Act. These powers are, at times, conferred on persons who have received little or no co-operative training. It is an obvious anomaly that, while for officers of the co-operative department, an elaborate training system is being worked out and insisted upon, no corresponding emphasis is placed on the training of other officers exercising powers under the Co-operative Societies Act. We would suggest that, as a rule, whenever essential powers under the Co-operative Societies Act are conferred on any officer of any department, other than the co-operative department, it should be obligatory for such an officer or officers to receive the same training as is prescribed for the corresponding officers of the co-operative department.

Training of Block Development Officers

8.8. It has now been accepted as firm policy that a community development block is to be treated as a unit of developmental administration. In pursuance of this policy, the block development officers have been given a central position in the entire programme of rural development including co-operation. The co operative extension officers are operating broadly subject to the control of the Block Development Officers. We recognise that the Block Development Officers are not expected to be subject-matter specialists but since co-operative form of organisation is a method for promoting various agricultural and other programmes, we consider it essential that the Block Development Officers should have an adequate acquaintance with the principles problems and programmes of co-operation. Generally speaking, it is not so today in many parts of India. We have observed that the total number of lectures on co-operation included in the job training course as well as the orientation course prescribed for the Block Development Officers is only four. This is apparently most inadequate. We, therefore, suggest that the Block Development Officers, in batches, should be put through a course of 15 days duration in co-operation. This course may be arranged by the State Co-operative Departments at the training centres meant for intermediate personnel. It should aim at giving a general grounding to the block development officers in the basic principles, laws and practices of co-operation as also the main programmes and activities. Block development officers may also be associated with seminars, conferences or other meetings convened by the co-operative department or apex co-operative institutions at the district or divisional levels.

Training of Village Level Workers

8.9. We notice that considerable attention has been given in recent years to the training of village level workers in the subject of co-operation. At the extension training centres, the course has been suitably adjusted so as to provide for increased attention to co-operation. At present, the total number of lectures, at the extension training centres are 2,900, out of which 300 are devoted to study of co-operation. Thus the initial training of the village level workers is reasonably adequate as far as co-operation is concerned. However, we consider that the village level workers, already in position should from time to time be made to attend refresher courses which may be arranged either at the district level or at some other suitable place. In this connection, we may point out that in the composite State of Bombay, the educational supervisors of co-operative unions have been conducting refresher courses for village level workers. A similar practice may, to a certain extent, be adopted in other States.

CHAPTER IX

FIELD STUDY AND RESEARCH

Need for Field Study and Research

9.1. There is now an increasing awareness of the need for suitable arrangements for continuous study and research in Co-operation. The case for co-operative research was effectively made out as early as 1945 by the Co-operative Planning Committee in the following words:

> "The movement is of so recent an origin that its principles and practice are still in a state of flux, and it seems necessary for its accelerated growth that organisations should be set up to study them systematically, initiate experiments as regards the suitability of their application to various spheres of activity of a community and to demonstrate the results of study and experiment. Co-operative methods are at present in use in almost every country, but the garb that they wear in a country is fashioned by the circumstances existing in it. These variations from the principles, which are considered to be fundamental are, however, so much evidence not of the inherent inapplicability of co-operative methods to certain countries and communities as of the fact that Co-operation will be doomed to failure if it is forced on a country without adapting it to conform to the special circumstances prevailing in that country. The theory of Co-operation is very general, and gives no more than an outline of how business should be conducted in order to achieve the full benefit of modern economic organisation for the common man. When it proceeds to prescribe rules. for the conduct of the business in a particular community, it must base itself on certain assumptions as to the special conditions of that community, and its success will depend entirely upon the validity of the assumptions unless they have a solid background of information collected and assembled on a comprehensive scale and classified and defined in a uniform manner. This is a task which is best performed by the research worker."

9.2. The need for research into the problems of Co-operation has become urgent in recent years with the growth of co-operatives, particularly in the field of large-scale industry. This applies, for instance, to co-operative sugar factories where the operations of the co-operatives are faced with unprecedented problems. Hence it is becoming increasingly necessary that, at key points within the movement and outside, there should be suitable arrangements for conducting research into co-operative problems so as to facilitate the operations of existing co-operatives and the establishment of new ones.

Scope of Field Study and Research

9.3. Research is broadly classified into two categories, *i.e.* fundamental research and applied research. In the field of Co-operation, there is not much scope for fundamental research, as such. In the field of applied research, however, co-operative movement can continuously throw up problems and questions which call for study. Co-operation, with its varying forms, has embraced different aspects of rural and urban life. Each of these aspects presents different problems requiring study and research. Further, new programmes and policies that are being formulated from time to time also need to be subjected to scrutiny. Fact finding surveys or field studies can furnish requisite data for this purpose.

9.4. Another fruitful sphere of field study and research is provided by the fact that the co-operative movement has had an extremely uneven development in various States. A comparative study of the various factors should be helpful in revealing the impediments in the growth of the movement in certain parts. In addition, there is need for continuous research into various aspects of the structure and working of co-operatives. For instance, questions such as what constitutes a sound ratio between capital and turn-over or between profits and contributions to reserve or what is, in fact, the relationship between ordinary members and committee members and paid officials, and how far it conforms to the provisions of bye-laws, need to be studied and their results applied to future programme.

Role of Universities and other educational institutions

9.5. As far as we are aware, universities have, so far, played an extremely limited role in the conduct of field study and research into co-operative problems. Whatever research and field study has been undertaken under the auspices of the universities has largely been in connection with preparation of thesis for M.A. or Ph.D. degrees.

9.6. Besides the universities, certain other educational bodies have also taken interest in promoting field study and research. Perhaps the most significant role in this regard has been played by the Indian Society of Agricultural Economics. Some of the projects undertaken by this Society are indicated below :

(1) An Enquiry into the Method of Co-operative Farming in Maharashtra ;

(2) A Study of Factors which impede the Progress of Low-income Farmers and the Role of Co-operative Movement in their Rehabilitation ;

(3) Economic Survey of Fishing Industry in Thana District.

9.7. There is no doubt that unversities provide a suitable forum for research into co-operative problems as they are equipped to study these problems through persons with impartial minds and the requisite intellectual calibre. In several foreign countries *e.g.* Germany, universities have established institutes of research where co-operative problems are studied. In Chapter V of our report, we

have made a number of recommendations about teaching of the subject of Co-operation in the universities at the Bachelor and Master's degree level. The universities will, therefore, have the expert staff with necessary co-operative bias and experience. We, therefore, recommend that universities should be encouraged to undertake research on various problems on Co-operation. For this purpose, each university (other than technical universities) agreeing to undertake the programme, should be assisted to create two posts of research scholars. They should be paid scholarships of Rs. 300/- per month.

9.8. Besides the universities, rural institutes for higher education should also be encouraged to undertake research and field study in Co-operation. Other educational institutions, such as the Gokhale Institute of Economics and Politics, Poona, the Indian Society of Agricultural Economics, Bombay, the Indian Institute of Economics, Hyderabad, the National Council of Applied Economic Research, New Delhi, etc. should also be entrusted with the specific problems of Co-operation for research. The cost of the projects should be entirely financed by Government.

9.9. Besides research, the universities and the rural institutes for higher education should also undertake programmes of field study on Co-operation as a part of their normal activity of teaching Co-operation. The study of the subject of Co-operation calls for a programme of practical training which may include study tours and field surveys. In order that students receiving instruction in Co-operation at the university level are able to appreciate the operational problems of co-operative institutions, a suitable programme of field study may be chalked out and should be made an integral part of their education.

Role of Co-operative Organisation

9.10. In the past, a certain amount of work in the direction of research and field study was undertaken by some State Co-operative Unions and the all-India Co-operative Union. For instance, in 1945, the Bombay Provincial Co-operative Institute (now the State Co-operative Union) conducted research into the effect of the war on the indebtedness of members of co-operative societies and their general economic condition. In the United Provinces (now Uttar Pradesh) the State Government had in collaboration with the State Co-operative Union set up a Co-operative research bureau with the object of encouraging research students to make special studies of co-operation and for assisting and co-ordinating research on co-operative subjects by the universities, students, etc. However, very little work was actually done by the bureau itself and the organisation was finally wound up within three or four years. In Bihar, the State Government had sanctioned, in the post-war period, some financial assistance to Bihar Co-operative Federation but not much appears to have been done in this regard.

9.11. More recently, the all-India Co-operative Union set up a research programme division with the assistance obtained from Joint India Fund. The studies undertaken under the auspices of the research division include (a) study of students' co-operatives

stores in India and abroad; (b) evaluation of co-operative education work in the Bawana area near Delhi; (c) co-operative economics survey of the Basti district; (d) integrated credit scheme in Ankapalli district, Andhra Pradesh. Out of these studies only the one relating to Economic Survey of Basti District is in the nature of a research project and this was conducted by the National Council of Applied Economic Research on behalf of the all-India Co-operative Union.

9.12. Apart from the All India Co-operative Union and the State unions, an occasional field study or survey has also been carried out by other co-operative organisations. For instance, some time ago, the Indian Co-operative Union, Delhi, undertook a study of co-operative farming societies. It has also conducted a study of the problems relating to handicrafts co-operatives. Recently, the Bombay State Co-operative Bank undertook an evaluation of its crop loan programme.

9.13. The co-operative unions, at the state or all India level, should associate themselves with the research programmes undertaken by the universities in their studies and offer the research scholars the requisite facilities for undertaking research projects. Wherever they have necessary facilities, they may also undertake research either by themselves or in collaboration with any other bodies. As regards field studies and surveys on co-operation, we have no doubt that co-operative unions have a vital role to play. For this purpose, financial assistance should be made available by government to the unions to meet the actual expenditure on individual projects provided the unions undertake these projects with the approval of government.

Role of Co-operative Training Centres

9.14. We do not visualise the junior officers' training centres playing any role in regard to conduct of research on co-operative problems. Some of them may, however, be able to undertake a certain amount of limited study in regard to local problems. As regards the co-operative training centres at the higher level, we consider that one of the functions of the teaching staff of these colleges should be to undertake investigations and research into the peculiar co-operative problems of the State. For this purpose, the strength of teaching staff in the intermediate training centre may be suitably raised.

Co-operative Institute of Research

9.15. As early as 1945, the Co-operative Planning Committee had recommended the establishment of a Co-operative Institute for Advanced Studies and Research. On the research side, the Committee had visualised that the Institute should have seven sections dealing with seven different aspects: (1) theory of co-operation; (2) agricultural co-operation; (3) industrial co-operation; (4) consumer co-operation; (5) co-operative finance; (6) co-operative marketing; and (7) statistics. The Committee proposed that the head of the section on the Theory of Co-operation should be the Director of the Institute and he should be a person of outstanding merit and established reputation.

9.16. Unfortunately, no action on the above recommendation of Co-operative Planning Committee appears to have been taken. In Chapter VII of our report, we have indicated the need for a Co-operative Institute for conducting orientation courses for higher co-operative personnel. We recommend that the same Institute should have a second wing concerned with co-operative research. The wing may have three main sections: (a) agricultural credit, (b) agricultural marketing and processing, and (c) non-agricultural co-operation. The detailed staffing and other matters relating to the Institute and financial expenditure envisaged are given in chapter X.

9.17. We suggest that the Co-operative Institute of Advanced Study and Research should carry out research projects of an all India importance. For this purpose, the Institute may obtain the assistance of the State co-operative departments, the co-operative training centres, co-operative unions and other organisations in the collection of data and testing of the provisional conclusions. The co-operative institute may also help the research projects undertaken by the universities and other educational institutes whenever it is called upon to do so.

Reserve Bank of India

9.18. From time to time, the Rural Economics Division of the Reserve Bank of India has been carrying out certain field studies and research programmes connected with co-operation and subjects allied to co-operation. We have no doubt that such studies by the Reserve Bank of India are of considerable value and we would recommend that Reserve Bank may consider undertaking a larger programme of such studies.

State Governments

9.19. Generally speaking, various state governments have certain limited arrangements for conducting field studies and research into various problems including problems connected with co-operation. Such studies are generally conducted under the auspices of the Directorate of Economics and Statistics of each State Government. In addition, the Government of U.P. have established a Planning, Research and Action Institute at Lucknow which has also been entrusting itself with certain problems of co-operation.

Co-ordination of the Programme

9.20. In the preceding paragraphs, we have referred to the various agencies which may undertake programmes of field study and research. It is, however, necessary to see that there is no overlapping in any of these programmes and even though it is decentralised and is entrusted to various agencies, there is complete co-ordination in the programme in the country as a whole. For this purpose, we recommend that the National Board of Co-operative Training proposed by us in Chapter XI should constitute a research programme committee, which should draw up a co-ordinated programme of field study and research projects to be undertaken by or entrusted to the various agencies recommended in this chapter. This committee should also be responsible for making arrangements

for publishing the findings of the field study and research programmes for the benefit of co-operative movement. This may be done by the National Board itself undertaking to print and circulate the findings to the Co-operative Institutions or the Board may sanction suitable grants to the concerned agencies for printing and circulating the reports according to the importance of the subject-matter of the research project.

CHAPTER X

TRAINING AIDS

Literature for Member-Education

10.1. There is a general impression that suitable literature is not available in regional languages for being used in the member-education programme. However, from the information furnished by various state co-operative unions, we find that quite a sizeable amount of literature has been published by the state co-operative unions and others in English as well as in regional languages, except in two or three states. A list of popular and technical publications brought out by the various state co-operative unions and other authorities is at appendix XIV. Some of these publications could be quite useful in the member-education programme.

10.2. We suggest that co-operative unions may review the position about availability of literature and wherever necessary, bring out supplementary literature so as to facilitate education of members and Committee members. We consider that the following basic pamphlets are necessary :—

(1) A member and his co-operative society.
(2) A managing committee member and his co-operative society.
(3) An office-bearer and his co-operative society.
(4) A guide on co-operation for Secretaries of co-operative societies.

In addition, functional pamphlets may be prepared on the following subjects :—

(1) Service Co-operatives.
(2) Marketing Co-operatives.
(3) Processing Co-operatives—Sugar.
(4) Processing Co-operatives—Cotton.
(5) Industrial Service Co-operatives.
(6) Industrial Production Co-operatives.
(7) Weavers Co-operatives.
(8) Consumers Co-operatives.
(9) Housing Co-operatives.
(10) Labour Contract Co-operatives.
(11) Joint Farming Co-operatives.

10.3 The All India Co-operative Union should prepare the basic and functional pamphlets as listed above in English or Hindi. The state co-operative unions may get them translated into the regional languages. In the initial stages, these pamphlets need not be priced and may be distributed free. As the All India Co-operative Union

and the state co-operative unions will have to incur large expenditure on the publication of these pamphlets, the government will have to make available liberal financial assistance to them for this purpose. We recommend that 90 per cent. of the expenditure to be incurred by the All India Co-operative Union and the state co-operative unions for publication of this literature should be subsidised by the Government of India and the state governments.

Audio Visual Aids

10.4. We fully recognise the usefulness of audio visual aids in the Co-operative member-education programme. They help to create the necessary interest amongst the members in the lectures delivered by the co-operative training instructors. At present, the various visual aids, such as, charts, graphs, flash cards, flannel graphs etc. are prepared by the All India Co-operative Union under the guidance of a T.C.M. expert and these are made available to the state co-operative unions for being used by the co-operative training instructors. The production of these visual aid equipments is, however, very limited. We understand that the All India Co-operative Union proposes to set up a visual aid studio to manufacture visual aid material on a large scale from indigenous sources. The state co-operative unions may obtain their requirements of such material from the All India Co-operative Union. As the programme grows in size, after some time, it should be possible for the state co-operative unions themselves to manufacture these visual aid equipments.

Mobile Cinema-Vans and Projectors

10.5. We have already indicated in Chapter III that the Government of India has obtained three mobile cinema vans from the technical assistance programme of the United States of America. Two of these vans are being utilised in the states of Madras and Bihar while the All India Co-operative Union operates one van in Punjab, Delhi and Rajasthan. These mobile cinema vans have proved very effective in the member-education programme and wherever these cinema vans were utilised to supplement the lectures delivered by the training instructors, the programme has made a distinctive mark. We have, therefore, come to the conclusion that for the successful implementation of the member-education programme, the medium of films should be extensively used. In this context, we have examined the possibility of utilising the available cinema projector equipment in the districts or in the blocks. We understand that each pre-1958 block has already obtained projector equipment and the rest of the blocks will be getting it soon. The regional public relations officers of the Ministry of Information and Broadcasting also have such equipment. We, however, strongly feel that it would not be possible to use the equipment available in the blocks or districts in the co-operative member-education programme. We accordingly recommend that the government should make available liberal financial assistance to state co-operative unions to enable them to procure cine-projectors at the rate of one for each district. We understand that projectors with battery sets along with battery charging equipment would be handy as also economical both in respect of non-recurring and recurring

cost. The instructors will be able to operate them without any additional staff. Further, it should be possible to organise the member education programme in such a way that the projector equipment could be simultaneously used by three or four peripatetic instructors by rotation

Films

10.6. At present, films on co-operation are produced by the Films Division of the Government of India. The Central Committee for Co-operative Training also has a programme of production of films on co-operation with the assistance obtained by it from Canada under the technical assistance programme of the Colombo Plan and with financial assistance from the Reserve Bank. The All India Co-operative Union has also completed the shooting of a film on co-operation for use in the member-education programme, with the financial and technical assistance of the Co-operative League of U.S.A. A list of films on co-operative subjects already produced and under production is given at appendix XV.

10.7. It is necessary to co-ordinate the film production programme of various authorities so as to avoid over lapping or wastage. In addition to the subjects on which films have already been produced or are under production, new films on the following subjects may be brought out :—

(1) Consumers Co-operatives.
(2) Women and Co-operation.
(3) Co-operators in the making.
(4) Housing Co-operatives.
(5) Co-operative Cotton Gins.
(6) Co-operation in India.
(7) Co-operative Education and Training.
(8) Urban Co-operative Banks.
(9) Processing of Agriculture produce on co-operative lines.
(10) Co-operation amongst fisherman.
(11) Village industries on co-operative lines.
(12) Leadership amongst co-operators.

The films may be made available to the State Co-operative Unions and various Education and Training Institution on payment of cost of each copy without taking into account the cost of production of the original film.

Teaching aids for the Training of Departmental and Institutional Personnel.

10.8. The question of training is closely inter-linked with that of publication of suitable text books for those under instruction. The training imparted at the various training institutions will not be properly assimilated and the general standard of information of the co-operators will remain low, if attempts are not made at the same time to arrange the publication of necessary text books on

co-operation and kindred subjects, both, in English and regional languages. We are happy to note, in this connection, that certain steps have already been taken in this direction by the Central Committee for Co-operative Training by constituting a book fund, to which the Central Government has contributed a sum of Rs. 50,000/-. This book fund is to be utilised in the production of text books for the use of co-operative personnel and the sale proceeds of these books are to be credited back to the fund. The Central Committee for Co-operative Training has decided to bring out, in the immediate future, three text books on the subjects of (1) Co-operative Business Management (2) Co-operative Law and (3) Co-operative Audit. These books are designed to be primarily useful for the intermediate category of personnel. Text books on other subjects included in the syllabus of the intermediate co-operative personnel are available in the market.

10.9. As regards the text books for the junior co-operative personnel, to whom training is imparted in the regional languages, there is a great dearth of good standard text books, in almost all the states, except perhaps in Maharashtra and Gujerat where some pioneering work has been done by the Bombay State Co-operative Union to get standard text books written in the regional languages. In most of the other States, there are no text books on Co-operation, Co-operative Law, Book-keeping, Auditing, Banking and Rural Economics in the regional languages. The personnel admitted in the junior co-operative schools are mostly matriculates or even less qualified and are hardly able to follow standard books on co-operative subjects in English. They have, therefore, mostly to depend upon the notes drawn up by their teachers, which serve only a limited purpose. It seems that the text books proposed to be brought out by the Central Committee for Co-operative Training, for the intermediate co-operative personnel, if abridged may be suitable for junior personnel. Such abridged editions may be got translated into regional languages.

10.10. The existing Senior Officers' Course is essentially an orientation course and it should continue to be so. We do not, therefore, envisage preparation of any special text books for them. The Co-operative Institute of Advanced Study and Research, which we have visualised elsewhere, for conduct of these orientation courses, should prepare a bibliography on co-operation and set up an upto date co-operative library. Further, a good deal of foreign literature on Co-operation, Co-operative methodology Co-operative Business Administration etc. is available in English. The proposed National Board may get them translated into Hindi and other Indian languages according to requirements.

Specialized Technical Booklets

10.11. In addition to the general text books recommended above, there is also a need for preparation of booklets and guide books on certain subjects to be written at the State level. These books, may be on the following subjects :—

(1) A guide to Co-operative Banking.
(2) A guide to Co-operative Marketing.

(3) A guide to Land Mortgage Banking.
(4) A guide to Industrial Co-operation.
(5) A guide to Consumers' Co-operation.
(6) A guide for the Secretaries of Service Co-operatives.
(7) Co-operation, Community Development and Panchayati Raj.

10.12. Further, the departmental personnel under training should necessarily possess knowledge about the various departmental instructions and circulars. Some of the state governments periodically publish departmental manuals, which contain departmental instructions and circulars. These manuals have proved useful to the departmental officers in efficient discharge of their duties. We recommend that these manuals may be revised and brought up-to-date at frequent intervals by the state governments and in states where such manuals are not being published at present, a beginning may be made as early as possible.

10.13. The various intermediate and block level co-operative officers' training centres have been provided with audio visual equipment, consisting of a film projector, a film strip projector, transformers, co-operative films etc. No such equipment is available with the junior co-operative schools. Instructions with the aid of audio visual equipment leaves a more abiding effect on the minds of trainees and we recommend that all the junior co-operative training centres should be equipped with projectors, films, film strips and other visual aid equipment as quickly as possible. The expenditure on this equipment should be borne by the Central and the state governments.

Text books for Schools and Colleges

10.14. In Chapter V, we have made recommendations regarding the teaching of the subject of Co-operation in the primary, middle and higher secondary schools and in the Colleges and Universities. It will be necessary to draw up revised syllabus for schools and colleges, in the light of these recommendations. In the primary and middle schools, where co-operation is proposed to be taught through stories, essays etc., and in the higher secondary schools, where co-operation is to form a part of the subject of social studies, the text book committees in each State should provide for the subject of co-operation in the appropriate form. Separate text books may also have to be prepared for the subjects included in the new group of Co-operation recommended by us for the Higher Secondary Examinations. Some of the text books to be brought out for the Junior co-operative personnel would be useful for the students offering Co-operation group at the higher secondary stage.

10.15. In connection with the teaching of the subject of co-operation in the Colleges and Universities, we consider that text books which are being prepared for intermediate personnel should be useful. The University Professors will, we hope, prepare similar books, in due course. In the mean time, the existing literature and books on co-operation, published in India and abroad, could be usefully utilised by the University students and teachers.

Publication of Literature by the Central and State Governments

10.16. Our attention has been drawn to the fact that the Government of India and the state goveanments have been bringing out pamphlets and literature on Co-operation. Recently, the Ministry of Community Development and Co-operation, have publicised a scheme under which it is proposed to award prizes to authors of books on specified co-operative subjects. While, some of these pamphlets and books are likely to be useful as teaching aids in the member education programme, and co-operative training programmes, they are essentially publicity literature issued in accordance with the government publicity programme. The Government of India and the state governments may continue to bring out such literature as a part of their programme of publicity.

Publication of Journals and Periodicals

10.17. One of the methods of educating Co-operators and the public at large and keeping them well-informed about the latest trends in the co-operative movement is the publication of journals and periodicals on co-operation. From the information available with us, it seems that nearly sixty one co-operative journals in various languages are, at present, being published. They have been listed in Appendix XVI. It would be seen that about sixteen of them are in English and eighteen are in Hindi. The remaining twenty seven are in other Indian languages, namely, Oriya (1), Telugu (2), Tamil (2), Malayalam (4), Kannada (5), Marathi (7), Gujarati (4), Punjabi (1) and Assamese (1). Three of the Hindi journals are also brought out in Urdu editions. Among the English journals, one is published half yearly, five are published quarterly, seven are monthly and are published fortnightly. Of the eighteen Hindi journals, two are quarterly and fourteen are monthly. The journals in other Indian languages are mostly monthly. Out of the journals, forty-five are published by the All India Co-operative Union, state co-operative unions and district co-operative unions, the remaining sixteen being published by the state co-operative departments, Reserve Bank of India and other co-operative institutions. The circulation of almost all the journals published by the co-operative unions is too small to be an economic proposition and they are being subsidised either by the government or from the other resources of the concerned institutions.

10.18. We feel that the number of journals on co-operation published in certain states is quite large and could be usefully reduced. Publication of a limited number of journals in each regional language is likely to increase their circulation. In this context, we suggest that the district or divisional co-operative unions may be discouraged from publishing their own journals, as they have only a restricted circulation and limited utility. Only the All India Co-operative Union and the state co-operative unions should undertake the publication of co-operative journals, in English and/or regional languages, which should be subscribed by the state level and district level co-operative organizations, co-operative institutions in the State maintaining their own libraries, the various co-operative and extension training centres in the states and the universities, colleges

and high schools in the state which provide for teaching in Co-operation and Economics etc. We observe that at present, while some state governments are subscribing to the journals for all officers of the co-operative departments including the sub-registrars, in other states, only a few copies for the head office of the Registrar are subscribed. We suggest that besides subscribing these journals for the various officers of the co-operative department, the state governments may also purchase copies of these journals for the various officers of the development departments.

10.19. It is necessary that these journals should be self-supporting in course of time. This would be possible only if the circulation of these journals increases considerably and the journals attract regular advertisements. In this context we recommend that the State and Central Governments should put in regular advertisements regarding Plan publicity etc. in these journals. Efforts should also be made by the state co-operative unions to attract advertisements from trading and industrial co-operatives, district central banks and organisations other than co-operatives dealing with requirements in connection with agriculture or small scale and village industry.

10.20. We consider that there is considerable scope for making co-operative journals more interesting and popular. For this purpose, journals should carry success stories, biographical sketches of eminent as well as promising co-operators, case studies of co-operatives, vivid reports of meetings, conferences co-operative news etc. Articles should be invited from talented authors who may if necessary, be paid suitable remuneration.

10.21. Even with the best of efforts it will take some time for co-operative journals to be self-supporting. In view of their importance in the programme of Co-operative Training and Education, we recommend that the Government should share the expenditure incurred by the State Co-operative Unions in the publication of these journals, to the extent of 50 per cent during the initial years. We understand that in many states, the standard of the journal suffers on account of the absence of a good editor. The Governments assistance should be conditional on appointment of a really competent editor.

Printing Presses

10.22. It has been pointed out to us that the state co-operative unions are required to incur considerable expenditure over the printing charges of the journals and other literature printed by them. In a number of states, the state co-operative unions supply forms and account books etc. to co-operative societies, through the district unions or central banks. In our opinion, the state co-operative unions will be saving considerable expenditure on printing, if they have a printing press of their own. In due course, we are sure, they would get sizeable surplus income from the printing press which will augment their resources. We, therefore, recommend that government should enable state co-operative unions to set up a printing press of their own, by making suitable long term loans

to them, unless the societies in the state have already organised a co-operative printing press of their own at the head quarters of the union. In order that the state co-operative unions take the necessary interest and initiative to set up such presses, the long term loan from government should be contingent upon the unions raising a portion say 25 per cent. of the cost of setting up of the press.

Rural Libraries

10.23. In most of the states, villages above a certain population have public libraries either separately established or set up by village panchayats. Village schools have also small libraries of their own. At the block headquarters also, libraries have been organised with the block funds. These libraries receive grants either from the state library authorities, development departments of states or from the Ministry of Education etc. Not much of co-operative literature and journals is generally available in these libraries. Since co-operation is closely related to rural development, it is necessary that these rural libraries subscribe to the popular literature and journals on co-operation. We, therefore, recommend that the authorities which sanction grants to these libraries may ensure that co-operative literature and journals are purchased by these libraries. A portion of the grant should be specifically earmarked for this purpose.

Libraries of Co-operative Institutions

10.24. In addition to public libraries, we consider that if funds of co-operative societies permit, they should establish libraries of their own which should be open to their members and others. We are aware that bigger co-operative institutions such as district central co-operative banks etc. in some of the co-operatively advanced states are maintaining libraries and even provide reading room facilities to their members and students of schools and colleges.

10.25. According to the Co-operative Societies Acts in most of the states, every co-operative society is required to have a copy of Co-operative Societies Act and Rules framed thereunder. This provision in the Acts is, in the case of most societies, particularly, in the rural areas, followed by breach rather than observance. We feel that this particular provision in the Co-operative Societies Act has considerable educative value and should be strictly followed by all the co-operative societies. In addition, we recommend that all the federal co-operative societies at the district level and block level and all the primary societies which have buildings of their own should set up libraries and provide reading room facilities. They should purchase latest literature on co-operation and should also subscribe to the co-operative journals published by their state co-operative unions. To enable these societies to set up such libraries and provide reading room facilities to members and others, the state governments should make suitable grants to them on matching basis.

Libraries of Co-operative Training Centres

10.26. In 1957 when Sir Malcolm Darling examined the position of libraries in the co-operative training centres, he found that most of the centres had fewer than 500 books. A certain amount of replenishment of libraries has since taken place. However, there is further need for adding to the libraries of the training centres. The budgetary provision for this purpose may be enhanced and up-to-date books on co-operation and allied subjects may be purchased every year. In addition, books on general subjects may also be added to these libraries so that the trainees might frequently visit them.

10.27. During our tour, we noticed that in certain training centres, the trainees were not taking adequate advantage of the facilities of library and reading room, to the desired extent. For proper assimilation of the training imparted in the training centres and for improving the general standard of information it is essential that the trainees keep in touch with the latest literature on co-operation available in the library. In order to ensure proper utilisation of the library facilities available in the training centres, we suggest that each trainees should be provided with a library card in which entries of the books read by him may be made. While assessing the trainees at the end of the course, their performance in the utilisation of library facilities may also be taken into account.

Libraries of the Offices of Co-operation Departments

10.28. It has been brought to our notice that the district level officers of the co-operation department are badly stocked in respect of libraries. It takes a long time for up-to-date literature on co-operation to reach these offices. As these officers are expected to administer and guide co-operative movement in the districts, it is necessary that the district level officers are in touch with the latest trends and thoughts on co-operative practices and policy. We, therefore, recommend that these offices should be equipped with up-to-date and latest literature on co-operation and for this purpose a suitable budgetary allotment may be separately provided in each State.

CHAPTER XI

ADMINISTRATIVE AND FINANCIAL ARRANGEMENTS

Central Committee for Co-operative Training

11.1. In chapters III and IV we have referred generally to the establishment of the Central Committee for Co-operative Training and the role played by it in arranging the training programme. The committee was originally constituted in November, 1953. It has since been reconstituted by the Government of India, Ministry of Community Development & Co-operation *vide* Resolution No. 1-73/57-Co-op. III dated 2nd May 1959. The Reserve Bank of India circulated the re-constitution of the Committee with identical membership a few days later. The members of the reconstituted committee are:

(1) Shri V. L. Mehta, Chairman, Khadi & Village Industries Commission, Bombay 1, *Chairman.*

(2) Prof. D. G. Karve, C/o Reserve Bank of India, Bombay, *Member.*

(3) Shri B. Venkatappiah, Deputy Governor, Reserve Bank of India, Bombay, *Member.*

(4) A representative of the Ministry of Comm. Dev. and Co-operation (Deptt. of Corp.), *Member.*

(5) A representative of the Planning Commission, *Member.*

(6) The President, All India Co-operative Union, *Member.*

(7) Shri R. G. Saraiya, Chairman, Bombay State Co-operative Bank, Ltd., Bombay, *Member.*

(8) The Registrar, Co-op. Societies, Bombay State, Poona, *Member.*

(9) The Registrar, Co-op. Societies, Madras, *Member.*

(10) The Registrar, Co-op. Societies, West Bengal, Calcutta, *Member.*

(11) The Registrar, Co-op. Societies, Uttar Pradesh, Lucknow, *Member.*

(12) The Registrar, Co-op. Societies, Punjab, Jullundur, *Member.*

(13) The Chief Officer, Agriculture Credit Department, Reserve Bank of India, Bombay, Member Secretary.

11.2. In the first resolution, constituting the committee, the resolution of the Government of India envisaged that the arrangements for co-operative training will broadly consist of two types;

(i) those for which assistance will be given to the State Governments or a grant-in-aid or other suitable basis for the organisation and expansion of arrangements for the

training of co-operative personnel employed in the subordinate ranks in Government Departments and co-operative institutions in the States; and

(ii) those for which arrangements are to be made for providing necessary facilities for the training of the personnel employed in the higher and intermediate grades of the Co-operative Departments and societies.

The Reserve Bank of India have agreed to undertake responsibility for the training of the higher and intermediate personnel, while the Government of India will be primarily responsible for the provision of facilities for the training of subordinate personnel. In regard to the training of the higher and intermediate grade personnel, the Committee will function as a Committee of the Reserve Bank of India, while in regard to the training of the subordinate personnel, the Committee will function as a Committee of the Government of India.

Subsequently in 1955, the Central Committee for Co-operative Training accepted the responsibility of conducting the training centres for the training of Block Level Co-operative Officers at the request of the Government of India.

11.3. The terms of reference of the committee as laid down in the 1953 Resolution in so far as it functions as the committee of the Government of India in respect of Junior Training Centres are as follows:

(i) To survey and examine the existing facilities in different states for the training of Co-operative personnel and invite schemes from State Governments for the organisation and/or expansion of arrangements for the training of subordinate personnel employed in co-operative departments and societies;

(ii) to submit proposals to the Government of India for grants-in-aid to states based on the requirements of the states in the direction indicated in (i) above;

(iii) to lay down the conditions under which such grants-in-aids should be disbursed;

(iv) to call for such reports, information or review, as may be necessary, from the state governments regarding the details of the working and the expenditure on the schemes for which aids are administered under these terms of references; and

(v) to generally advise the Government of India in regard to the steps to be taken to promote co-operative training and education in the country.

National Board for Co-operative training

11.4. The Central Committee has, in recent years, come to occupy a pivotal position in the programme of co-operative training. We recoginse the need for continuation of such a central body on which both official and non-official opinion is represented. We consider, however, that the central body should have a more broad based membership and, in particular, should give representation to State

Co-operative Unions which are to be increasingly associated with the programme of co-operative training. Hence we suggest that in the place of the Central Committee for Co-operative Training, the Government of India may, by a notification, constitute a National Board for Co-operative Training. The Chairman of the proposed National Board may be a prominent non-official co-operator. The total strength of the Board may consist of 25 as indicated below:

1.	Chairman	1
2.	President of All India Co-op. Union	1
3.	Members of Parliament	2
4.	Non-officials from state co-operative unions from different zones	5
5.	Other non-official co-operators	2
6.	Representative of the universities	1
7.	Representative of the National Council for Rural higher education	1
8.	Representative of the Deptt. of Co-operation, Min. of C.D. & C.	1
9.	Representative ot the Deptt. of Community Dev., Min. of C.D. & C.	1
10.	Representative of the Ministry of Food & Agriculture	1
11.	Representative of the Ministry of Commerce and Industry	1
12.	Representative of the Planning Commission	1
13.	Representative of the Ministry of Education	1
14.	Representative of the Reserve Bank of India	
15.	Registrars of Co-operative Societies	4

11.5. The main functions of the proposed National Board would be as under:

(i) Review of the existing programmes of the co-operative training and formulation of new programmes from time to time, including consideration of proposals for establishment and recognition of new training centres and colleges.

(ii) Standardisation of syllabi, qualifications of instructors etc.

(iii) Co-ordination of production of training aids including text-books and films relating to co-operation.

(iv) Formulation and co-ordination of the programme relating to field studies and research in co-operation.

(v) Determination of modes of assessment and other general policy matters relating to working of co-operative training centres and colleges.

(vi) Evaluation of the Co-operative training centres, colleges and consideration of measures for maintenance of standards.

(vii) Assessment of the requirements and recommendation of pattern of financial assistance.

For exercising these functions, the Board may constitute the sub-committees from amongst the members. It will be seen that we visualise that the proposed National Board should essentially be a policy making Board and should not be required to have administrative or executive functions. Hence we consider that the proposed National Board will not be required to have any separate secretariat and it should be possible for the Central Ministry to service the Board.

Administration of Member Education programme

11.6. In almost all parts of India, the responsibility for administration of member-education programme has been entrusted to state co-operative unions, federations or institutes. In Kerala, however, the transfer to the Kerala State Union has not taken place. This has a certain local historical background. However, we understand that in Kerala also it is contemplated that the member-education arrangements should be transferred to the union.

11.7. The member-education scheme, at present, in force envisages a co-ordinating role on the part of the All India Co-operative Union. This role involves the following specific functions:

(a) Conduct of training courses in methodology for educational training instructors.

(b) Organisation of refresher course for co-operative development officers and educational instructors.

(c) Review of the programme and compilation of statistics.

(d) Evaluation of the programme from time to time. We suggest that the All India Co-operative Union should continue to be responsible for the functions listed above.

11.8. The responsibility for actually implementing the programme is, at present, that of the State Co-operative Unions. In the States of Gujerat and Maharashtra, the implementation at the lower level has so far taken place through divisional and district co-operative boards. In Bihar, there are district federation boards which are not separate registered institutions but which are constituted under the bye-laws of the Bihar State Federation. In several other States, recently, district co-operative unions have been organised. Two States *viz.* Madras and Andhra Pradesh have, however, generally not favoured the organisation of district unions. It is understood that, in these two States, some time ago, district co-operative federations were organised and their experience was none too happy. We consider that, while the responsibility for implementing the member-education programme should be that of the State Unions, the actual operation at the district level should be suitably decentralised. Wherever district unions are in position, the responsibility for day to day administration of the programme should vest in the district unions. In other cases, the State Unions may either constitute *ad-hoc* committees or utilise the agency of the district co-operative banks. The educational instructors who should be borne on state cadres should, for the time being, function under the control of the district union/other district level agencies.

11.9. At present, the work of educational instructors in various districts is supervised by a co-operative development officer attached to each state union. We suggest that their designation may be changed to co-operative education officer. We feel that, with the expansion in the size of the education programme, there is need for greater supervision that what can be offered by a single state level officer. Hence we suggest that the state level officer should be helped by assistant education officers for each division or group of districts. As in the case of co-operative development officer, the expenditure on the pay and allowances of the assistant educational officers may be borned by the Government of India.

Junior Officers Training Centres

11.10. We suggest that the junior training centres should, henceforth be called "co-operative training centres". They should be responsible for providing the following courses of training:

(1) At least 9 months course for junior co-operative personnel and supervisors of central banks.

(2) Course of three months for paid secretaries of service co-operatives, industrial societies etc.

(3) Course of 7 to 10 days for selected office-bearers of village societies.

11.11. There are at present 62 junior officers training-centres. 41 of them have courses of six months duration, 9 of them run courses for 9 months duration, while the rest have courses lasting for 12 months. Fiftythree of the schools have a capacity of training 160 persons per year. The capacity of three schools is 100 persons, while the remaining 5 have a capacity of 80 per year. We have collected information from certain States regarding the total strength of junior personnel likely to be in position at the end of the Second Plan and spill-over of the untrained personnel to the Third Plan period. Unfortunately, the figures that have been received are not complete in all respects and a few State have not furnished requisite data. However, we have estimated the additional requirements of the Third Plan as also the requirements on account of replacements etc. We have also taken into account the requirements of training of institutional personnel, *i.e.* supervisors of central banks, secretaries of co-operatives, institutional training of office-bearers etc. The details about various estimates and calculations will be found at Appendix XVII. According to these calculations, it appears that taries of co-operatives, institutional training of office-bearers etc. centres from 62 to 120. In other words, it may work out to about one junior training centre, on an average, in every three districts in the country. However, before sanctioning the establishment of new centres, the actual requirements of training may be examined in each case.

11.12. As regards the administration of junior officers training centres, we observed that, in most of the States, these are being administered by the State Government through the co-operative department. However, in some States, such as Madras, Andhra.

Kerala, one or more junior centres are run for training of departmental personnel while the rest are primarily meant for training of institutional personnel. The later are managed through registered co-operative institutes whose area of operation/covers a group of districts and whose membership generally consists of the various district co-operative banks, district marketing societies and other important institutions. These regional institutes collect certain tuition fee and in addition get grant-in-aid from government. As regards the teaching staff, namely, the principal and the lecturer, they are provided by the State Government and the salary of such staff is borne by the government directly.

11.13. Elsewhere we have suggested that one or more of the junior officers centres in each State may be earmarked for training of institutional employees, and, to begin with, such centres may be handed over to the state co-operative unions or registered co-operative training institutions. After the state union has acquired experience of running these centres, the transfer of responsibility to State co-operative unions for management of other junior officers centres where trainees include departmental candidates, may be considered. In the meantime, in each of the junior officers training centres which are departmentally administered, a local committee representing the non-officials and officials may be constituted to advise about the management of each centre.

11.14. We would like to point out that when we recommend that the responsibility of management of junior officers training centres should be transferred to the State Co-operative Unions, we envisage that the Union should be effectively in charge of the administration. In this connection, we favour an arrangement where under the principal and other teaching staff are appointed, paid for, and administratively controlled by the State Co-operative Unions. The Union may receive necessary assistance by way of grant-in-aid. For the management of the junior officers training centres, the State-Union may constitute a special committee on which the State Government and the other apex institutions may be effectively represented.

Centres for Intermediate personnel

11.15. We suggest that the centres meant for training of intermediate personnel should henceforth be called co-operative training colleges. The following may be the scope of activities of these colleges:

(a) Organisation of basic course of training of 11 months for directly recruited intermediate and senior personnel;

(b) A four-month course of training for promoted intermediate personnel;

(c) *Ad-hoc* specialised courses in co-operative marketing and other special subjects.

(d) Field study and research.

11.16. As already indicated in Chapter III, there are, at present, 13 centres where training of directly recruited and promoted intermediate personnel is conducted. We have tried to estimate the requirements of such centres in the Third Plan. Unfortunately, it has

not been possible for us to collect full details from all the States. However, on the basis of the available information, certain estimates have been prepared and are given at appendix XVIII. These estimates indicate that for the Third Plan period, there is need for 22 such centres. Considering that the information received in some cases is not complete or precise, we suggest that, in the first instance, the number of centres for training of intermediate personnel may be raised from 13 to 15 and in due course, the position may be reviewed.

11.17. In paragraph 3.17 of our report, we have indicated that, while the centres for intermediate personnel were originally conceived on a regional basis, under a recent decision, they have been earmarked primarily for serving the requirements of the State or States named against each in the following table:

Name of the Centre	States Served
Meerut	Uttar Pradesh
Faizabad	Uttar Pradesh
Patiala	Punjab, Himachal Pradesh, Jammu and Kashmir, Delhi.
Kota	Rajasthan
Indore	Madhya Pradesh
Poona	Maharashtra
Bhavnagar	Gujerat
Madras	Madras, Kerala & Mysore
Tirupathi	Madras & Andhra Pradesh
Hyderabad	Andhra Pradesh
Ranchi	Bihar
Gopalpur-on-Sea	Orissa
Kalyani	West Bengal, Assam, Manipur and Tripura.

11.18. It will be observed that, with the exception of Andhra Pradesh and U.P., where two training centres in each State are located, the rest of the training centres are all located in different States. Furthermore, most of the centres are earmarked for catering to the requirements of the States in which they are located. We have suggested earlier that two more centres may be started. One of them may be earmarked for Mysore State, while the second one may be earmarked for Kerala.

11.19. As already indicated, five intermediate training centres located at Poona, Madras, Meerut, Ranchi and Indore are, at present, financed by the Reserve Bank of India, while the Government of India bears the cost of the remaining intermediate centres. However, the administration of all these centres is conducted on an all-India basis by the Central Committee for Co-operative Training. For the discharge of its responsibilities, the Central Committee has been functioning through the staff provided by the Agricultural Credit Department of the Reserve Bank of India

11.20. We consider that it is desirable in principle that the administration of the centres for training of intermediate personnel should be progressively decentralised so that these centres are conducted so far as practicable at the State level. There are a number of considerations which have prompted us to make this recommendation. In the first place, we would like to point out that the concept of an intermediate training centre, functioning on an inter-State basis, was originally evolved on the clear assumption that the number of trainees from a single State would not be sufficient to justify a State level centre. As already indicated, the number of centres catering to the training of intermediate personnel has since risen to 13 and in most cases these centres are so located that they fall in separate States, and, under a decision referred to in paragraph 11.17, they have been earmarked, more or less, exclusively for the trainees of the State concerned. This decision of the Central Committee is apparently influenced by the consideration that in several States enough trainees would be forthcoming for feeding the training centres and in such cases those centres need not cater to trainees from a group of States.

11.21. Another consideration why we recommend the principle of decentralised administration for intermediate centres is the need for ensuring that, as far as practicable, the training would take into account the local problems and conditions. Although in recent years, a large measure of uniformity in co-operative policy and programme has emerged, there are considerable variations in detailed operations of the co-operative institutions. For instance, systems of supervision differ; so do loan policies. Again, some States have peculiar problems. For instance, in Mysore, out of the total of 1,316 intermediate personnel, only 209 have so far received intermediate training. The rest are either untrained or have received training only in the junior course. Thus, we consider that a decentralised administration of intermediate centres will be conducive to introduction of necessary flexibility in the details of the training programme. We may, in this connection, reiterate the observations made by Prof. Laidlaw which we have already quoted in Chapter IV: "I detect tendency towards inflexibility in the training programme. The great differences from State to State call for a wide variation in training programme for different parts of the country. For example, co-operative officers from Rajasthan obviously cannot be trained in the same way as those in Madras, but I do not think that this is sufficiently recognised in the present scheme of things".

11.22. We may point out that in the context of varying conditions and local problems, there is a growing consciousness on the part of several State authorities that there is need for separate co-operative colleges at the State level. Proposals to this effect have already been made by Madras and U.P. In fact, it is significant that while a regional training centre administered by the Central Committee is located at Madras, the Madras State Government have not been sending their intermediate trainees to this centre and have been making their own separate arrangements.

11.23. It has been noticed that, at present, State authorities are generally lukewarm or, in some cases even indifferent to the programme of co-operative training conducted at intermediate centres.

In spite of repeated requests, the State Governments have not agreed to spare suitable officers for teaching posts in these centres. It is understood that this mainly accounts for the fact that the Central Committee had to depend largely on retired personnel for manning the posts in the intermediate centres. We consider that, if administration of co-operative intermediate centres is decentralised, it will help to involve the State co-operators and the State officials in the management of the centre and this will also be helpful in securing officers of requisite calibre from the co-operative department for appointment within the training centres. Moreover, it will enable State authorities and co-operative institutions to refer local problems to co-operative college for study and investigation.

11.24. In Chapter VII, while discussing various aspects of teaching staff of co-operative training centres, we have stressed the need for ensuring that the teaching staff does not get fossilised. If co-operative training has to maintain the necessary professional bias, there is need for interchange of experience between field work and teaching assignment. Hence, from time to time, it would be necessary that the teaching personnel of intermediate training centres are sent back to field assignments and fresh blood is brought in. This is apparently difficult to achieve if the administration of the centres continues to be under a central authority.

11.25. It may be pointed out that as early as 1945, the Co-operative Planning Committee had suggested that "separate colleges should be set up in each province, facilities being provided wherever necessary for training in all provincial languages of the province". While referring to the Central Co-operative Training Institute at Madras where Madras Government was training the departmental and senior institutional employees, the Planning Committee recommended that such an institution should be constituted into a co-operative college with separate governing body. Recently, this recommendation was repeated by the Madras Committee on Co-operation in 1956. Thus, it would be seen that the principle that the responsibility for training of intermediate personnel should devolve at the State level has the support of considerable co-operative opinion.

11.26. For reasons stated in the earlier paragraphs we are of the view that, in principle, it is desirable that the training of intermediate personnel should be decentralised. However, such decentralisation, if carried out forthwith, is likely to encounter a few difficulties. In the first place, some of the States may not be able to provide enough trainees to feed a separate centre and in such cases inter-state arrangements are likely to be necessary for quite some time. Furthermore, as the resources of the State have already been committed to the various schemes in the Third Plan, it may not be easily possible for the States to share in the cost of running the intermediate centres which are at present financed entirely by the Government of India/Reserve Bank of India. In view of these considerations, we recommend that these centres may continue to be financed by the Government of India or the Reserve Bank of India as the case may be, but the responsibility for administration may be delegated to an appropriate authority at the State level. The agency to which responsibility for administration of intermediate training centres can be delegated, in a few cases, may be the

State Co-operative Unions where they are strong and well established. In other cases, the appropriate agency may be the State Government in whose territory the centre is located. We may point out that the delegation of responsibility for administration of intermediate training centres visualised by us is, more or less, on the pattern on which most of the social education organisers' training centres are at present being administered. These centres are being financed entirely by the Government of India but nine of them are administered by various private educational bodies while two of them are administered by the State Governments on behalf of the Government of India. The day to day administration of these centres is with the State authorities/private educational bodies, while the Government of India exercises a large measure of supervisory control in regard to syllabus, training of instructors, allotment of seats between various States, prescription of mode of assessment. The Government of India is also responsible in these cases for prescribing the qualifications of staff and approval of persons proposed to be appointed to the teaching posts.

11.27. The arrangement of running the intermediate training centres indicated by us in the earlier paragraph is only by way of a transitional measure. The position should be reviewed at appropriate time and subject to the prospect of availability of enough number of trainees and willingness of the State authorities to share in the cost of intermediate training centres, the responsibility for administration may fully devolve on at the State level. We may also reiterate what we have already recommended in Chapter IV of our report that eventually we visualise that the State Co-operative Unions should be responsible for the administration of even intermediate training centres.

11.28. It has been indicated to us that if the responsibility for training of intermediate personnel is delegated to a State level authority, the quality of training may suffer. We consider that this apprehension is not justified. In fact, with the direct involvement of the State authorities and the State Co-operative Institutions in effective management of the intermediate training centres, it would be possible to keep a more effective watch over the training programmes conducted by these centres than is possible under a system of centralised control. Furthermore, State Governments would be directly interested in ensuring that competent staff is released for manning the posts in these centres. We would also point out that we have specifically visualised that the National Board for Co-operative Training will continue to prescribe the syllabi, the qualifications of instructors, the mode of assessment etc. The standard of teaching of various centres will also be evaluated from time to time.

11.29. It has been suggested to us that if the training centres are conducted on a State basis, it would be difficult for the trainees of one State to receive training in co-operative institutions of another State. We think that it should be possible for the Registrars of two States to make suitable arrangements for such inter-State touring to the extent to which it is necessary. They may, whenever required invoke the assistance of the National Board for this purpose. At the same time, we would like to point out that the role of such inter-State tours is likely to be over-stressed. We have already made a

number of observations about the limited utility of observation and participation tours. We have suggested that practical training should largely consist of tackling of practical problems on a laboratory basis within the classroom itself. If such a system of practical training is introduced, the need for deputing trainees from one State to another would be considerably minimised.

11.30. Elsewhere we have recommended that, to begin with, two additional centres for intermediate personnel should be started in the Third Plan. We suggest that the cost of these centres should be entirely borne by the Government of India. As regards the existing 8 centres now financed by the Government of India, we recommend that the Government of India should continue to finance these centres even after the responsibility for their administration is delegated to the State Governments. Similarly, about the five centres at present, financed by the Reserve Bank of India, we suggest that the Reserve Bank should continue to bear the cost. However, we were given to understand that there may be certain legal difficulties for the Reserve Bank to place funds at the disposal of another authority which will administer the training centres. *Prima-facie*, we are inclined to think that such a difficulty should not arise. In this connection, we would point out that, to begin with, the senior course was financed by the Reserve Bank of India although its actual running was entrusted to the Bombay Co-operative Union which was administering the Poona College. In fact, until recently, the Poona College was administered by a College Committee appointed by the Bombay Co-operative Union on which the Central Committee for Co-operative Union on which the Central Committee for Co-operative Training was represented, even though the bulk of the finance was provided by the Reserve Bank. We, therefore, suggest that a similar arrangement, with suitable modification should be possible for other centres even though the authority to which the responsibility for administration is delegated may be the state governments. However, if for certain reasons this is not found to be possible, we would suggest that the cost of these five centres may also be borne by the Government of India.

Co-operative Institute of Advanced Studies and Research

11.31. Elsewhere we have emphasized the need for organisation of field studies and research in co-operation at the national level through a special institute. We have also indicated the need for provision of orientation courses for senior departmental and institutional personnel. In addition, it would be necessary to provide for refresher courses for teaching personnel of co-operative training centres and co-operative colleges. For all these activities, we suggest that a co-operative institute for advanced studies and research may be established. A recommendation on these lines was made more than decade ago by the Co-operative Planning Committee but unfortunately it was not acted upon. We visualise the following functions for the proposed institute:

(a) Provision of orientation courses for senior departmental and institutional personnel.

(b) Refresher courses for teaching personnel of co-operative training centres and co-operative colleges.

(c) Field study and research.

The Government of India may finance the proposed institute and carry out administration on the advice of the National Board for Co-operative Training.

Organisation and functions of Co-operative Unions

11.32. In several parts of our report, we have repeatedly emphasized the need for co-operative unions being made the pivot of co-operative education and training arrangements. For this purpose, it is necessary that the co-operative unions themselves should be representative in character and should have a federal structure. In other words, their membership should essentially consist of societies and not individuals. Furthermore, we have observed that the bye-laws of some co-operative unions envisage all-purpose objects for them. For instance, the constitution of one of the State Co-operative Unions provides that its objects shall include relaying of villages on sanitary and artistic lines, promotion of sanitation, medical and famine relief and encouragement of spinning and weaving, agriculture, fish rearing, fruit cultivation etc. We consider that the co-operative unions should generally leave business activities to other apex organisations and confine themselves primarily to work relating to education, training, propaganda, publicity and allied activities.

Income of State Co-operative Unions

11.33. It may be observed that, in foreign countries where co-operative movement is well developed, co-operative organisations have consistently adopted the policy of setting apart funds for undertaking programme of co-operative education and training. As early as the middle of 19th century, the Rochdale Pioneers started the practice of setting aside 2½ per cent. of the trading surplus for education. In some countries, the co-operatives set apart 1 per cent. of the turnover for education and training. Some time, the fund set apart is on the basis of a certain rate for every member of the institution. In many cases, the funds thus provided are substantial. For instance, one co-operative society in London (The Royal Arsenal Co-operative Society was reported to be setting aside £ 20,000 a year for co-operative education and training.

11.34. Turning to the position in India, we have to note that the position is far from satisfactory. Apart from the Bombay State Co-operative Union which has had an annual income of about Rs. 3·5 lakhs of its own, the other state Unions have had very meagre resources of their own. Very often their total net income is far less than the profits of several district level or apex organisations in the State. Hence it is necessary to find ways and means to augment the resources of the state co-operative unions so that increasingly their dependence on government is reduced.

11.35. The relative financial strength of the Bombay State Co-operative Union is largely accounted for by a provision in the Co-operative Act under which every society in the State is required to make a compulsory contribution to the state union if such a society pays a dividend of 4 per cent and above. The rate of such contribution is determined by the statutory rules framed under the Act. The provision in the latest Maharashtra Co-operative Societies

Act which was passed by the State Legislature, in December 1960, reads as follows:—

"Sec. 68 (1) Every society which declares, a dividend to its members at a rate of 4 per cent or more, shall contribute towards the educational fund of the state federal society which may be notified in this behalf by the State Government at such rate as may be prescribed.

(2) No society, liable to contribute towards the educational fund, shall pay a dividend to its members, unless the said contribution is made to the federal society notified as aforesaid. An officer wilfully failing to comply with the requirement of this section, shall be personally liable for making good the amount to the federal society notified as aforesaid."

11.36. Certain other co-operative Acts also contain some provisions in this direction. For instance Section 55-A of the latest Act passed by the Legislature in Jammu & Kashmir makes a provision on the lines found in the Bombay Law. There is also a provision in the Hyderabad Co-operative Societies Act about compulsory contribution. In West Bengal, there is a provision for contributing to the co-operative development fund which may be utilised for co-operative educational purpose. Such provisions have, however, remained generally inoperative. A detailed statement analysing the provisions in the State Acts regarding contributions by societies to education fund may be seen at Appendix XIX.

11.37. It appears to us that a compulsory contribution to an education fund should have a high claim on the net profits of a society. We therefore, suggest that all societies having a net profit should be required to pay not less than 1 per cent of such profits to the State Co-operative Union for education and training purposes. Wherever necessary, the Co-operative Societies Acts in certain states may have to be amended to provide for this. This will give a certain minimum income to the co-operative unions for planning the programme of co-operative education. According to the figures available with us, the total net profit of all co operatives in India for the period ending June 1959 was Rs. 15 crores. If our suggestion is implemented, the Co-operative Unions in various states will have a total income of about Rs. 15 lakhs from these sources. This would be exclusive of any other income that may accrue to unions by way of subscriptions from other apex institutions and member-societies.

Pattern of Assistance to Co-operative Unions

11.38. As regards pattern of assistance to co-operative unions, we have considered various alternative approaches. One practice which has been followed in the old Bombay State is that the co-operative union draws up a programme of activity for the years and also estimates its income and expenditure. This work programme along with the budget is considered by the state government and, if finally approved, the state government undertakes to meet the deficit between the income and the expenditure. This

system has its own obvious advantages, particularly in the initial stages. However, on further consideration we have not found ourselves in favour of recommending such a pattern because, in some cases, it is likely to result in putting a premium on bigger deficit. Further, we were influenced by the consideration that, as regards assistance to other co-operative organisations such as marketing societies or co-operative banks, the government is giving assistance for certain developmental purposes without taking into account the deficit or surplus in the budgetary position of the co-operative concerned.

11.39. We have also considered whether the quantum of government assistance to co-operative union should be made conditional upon a matching or a proportionate amount being raised by the union from its own resources. We have given up this approach because we find that there is no single formula which can be applicable both to well developed co-operative unions as well as to unions in relatively under-developed states. We, therefore, recommend that there should be a pattern of assistance for certain major activities of the unions at different levels and this pattern may be as follows:

(a) 100 per cent grant-in-aid for the cost of member-education programme;

(b) 100 per cent grant-in-aid for the cost of field studies under-taken by the union;

(c) 100 per cent grant-in-aid of the cost of training centres transferred to the unions;

(d) 75 per cent grant-in-aid of the cost of approved non-recurring items, such as audio-visual equipment etc.;

(e) 75 per cent of the capital cost of setting up a printing press, by way of loan;

(f) 50 per cent grant-in-aid of the cost of recurring expenditure on various other activities of the union.

Financial implications of various recommendations

11.40. We indicate below the financial implications of the recommendations made by us in various chapters.

(i) The proposed Co-operative Institute of Advanced Study and Research should have two wings, namely, (a) the study wing, and (b) the research wing. The expenditure on the proposed institute during the period of the Third Five Year Plan is likely to be about Rs. 21 lakhs (details given in Appendix XX).

(ii) It is proposed to have 15 co-operative colleges in the country during the Third Five Year Plan. Thirteen centres, which may be reorganised into colleges are already in existence. The two additional colleges may be started in the first year of Third Plan. The total expenditure on their account during the five years in the Third Plan would amount to Rs. 173 lakhs (details given at Appendix XXI).

(iii) At present, there are 62 junior co-operative training centres. The average expenditure on each such centre is Rs. 90,000 to Rs. 95,000. In view of the improvements in the training facilities at these centres, the annual expenditure on these centres may be about Rs. 1 lakh per centre. By the end of the Third Plan, about 120 such training centres (62 existing and 58 new) may have to be established. The phasing may be as follows:

1st year	75 centres
2nd year	90 centres
3rd year	105 centres
4th year	120 centres
5th year	120 centres

The estimate of expenditure on these centres during the period of the Third Five Year Plan would be about Rs. 510 lakhs.

(iv) A sum of Rs. 6 lakhs would be required for equipping these 120 training centres with projector, battery equipment, etc.

(v) A provision of Rs. 75 lakhs is suggested for construction of buildings for co-operative training centres and colleges.

(vi) We have suggested that the number of peripatetic training instructors should, on an average, be four per district. In order that the programme is accelerated, it is necessary that all the four instructors are in position during the second or third year of the Third Plan. The expenditure on this programme will be Rs. 310 lakhs.

(vii) A sum of Rs. 15 lakhs would be required for appointment of co-operative education officers and other staff in the state co-operative unions to supervise the programme.

(viii) We have suggested that audio-visual aid equipment consisting of a projector with battery set (along with battery charging equipment) should be made available in each district. The cost per set would be about Rs. 5,000. The total cost on the scheme would be about Rs. 16 lakhs.

(ix) We have suggested that state co-operative unions should prepare basic and functional pamphlets in regional languages for being used in member-education programme, on a large scale. It is not possible to work out detailed estimates but we propose a lump amount of Rs. 10 lakhs for the purpose.

(x) During the first three years of the third five year plan, there will be a large programme of training the peripatetic instructors in methodology of training at the central institute. The institute will have to be continued in the fourth and fifth year of the Third Plan also for covering any backlog as also instructors appointed in the posts which fall vacant on account of replacements etc. This institute will also hold short orientation classes for state co-operative education officers and selected instructors. The expenditure on this scheme would be about Rs. 7 lakhs during the Third Five Year Plan (details given at Appendix XXII).

(xi) In the follow-up programme for member-education, we have recommended that study tours and inter-state visits may be arranged for selected co-operators, by the state Co-operative unions. A lump sum of Rs. 10 lakhs is suggested for the purpose during the Third Plan period.

(xii) We propose that a lump sum of Rs. 10 lakhs may be provided for the purpose of field studies to be undertaken by co-operative unions during the period of the Third Plan.

(xiii) We have already recommended that state co-operative unions may be assisted in bringing out journals on co-operation in regional languages to the extent of 50 per cent of the expenditure incurred by them. We estimate that a sum of Rs. 10 lakhs would be required for this scheme during the Third Five Year Plan period.

(xiv) The state co-operative unions, according to our recommendations, may be assisted to have a printing press of their own. We envisage that a sum of Rs. 45,000 to Rs. 50,000 would be required to be sanctioned to each of the State co-operative unions on the basis of 75 per cent of the cost of the machinery and equipment. A sum of Rs. 7 lakhs would be required for this purpose.

(xv) We have suggested that each society which has its own building, may be assisted to set up a library on co-operation and allied subjects. According to our estimate about 10,000 societies are likely to be eligible for assistance under this scheme. We recommend that each such society may receive, on an average, a grant of Rs. 500/- during the period of the Third Plan. The assistance may be on a matching basis. A sum of Rs. 30 lakhs may be provided for this purpose.

(xvi) We have recommended that research scholarships may be awarded in the universities for undertaking research in co-operation. About 30 universities might agree to the introduction of this scheme. At the rate of 2 scholarships in each university (Rs. 300 per month per scholarship) the estimated expenditure on this scheme would be about Rs. 12 lakhs for the Third Plan period.

(xvii) We have recommended that some of the rupee banks to be organised in the schools, colleges and universities may be granted assistance for managerial expenses. A sum of Rs. 5 lakhs may be provided for this purpose in the Third Plan.

11.41. The total estimated expenditure on the schemes relating to training and education would be Rs. 1,247 lakhs on the basis of the above proposals.

	(Rs. in lakhs).
i. Co-operative Institute of Advanced Studies and Research . .	21·00
ii. 15 co-operative training colleges	173·00
iii. 120 co-operative training centres	510·00
iv. Audio-visual equipment in cooperative training centres . .	6·00

	(Rs. in lakhs)
v. Provision of buildings	75·00
vi. Member education programme	310·00
vii. Supervision expenditure in member-education programme	16·00
viii. Audio-visual equipment in member-education programme	15·00
ix. Publication of popular literature for use in the member-education programme	10·00
x. Instructors Training Institute	7·00
xi. Study tours	10·00
xii. Field studies and surveys by co-operative unions	10·00
xiii. Publication of co-operative journals	10·00
xiv. Aid to co-operative Unions' printing press	7·00
xv. Co-operative libraries	50·00
xvi. Research scholarships in universities	12·00
xvii. Rupee Banks	5·00
TOTAL	1247·00

11.42. It may be pointed out that the above amount takes into account the expenditure on the continuation of the existing facilities for co-operative education and training over the Third Plan period. This expenditure works out to Rs. 575 lakhs. In other words, our proposals involve an additional outlay of Rs. 672 lakhs for expansion of existing facilities and provision of new facilities.

New Delhi :
7th April, 1961.

Sd/- (S. D. Misra)
Sd/- (Jagan Nath Prasad Pahadia)
Sd/- (P. S. Rajagopal Naidu)
*Sd/ (J. C. Ryan)
†Sd/- (K. Subramanyam)
Sd/- (Rajbanshi Sinha)
Sd/- (A. P. Dewan)
Sd/- (Devindar Nath)
Sd/- (Sham Narayan)
Sd/- (S. S. Puri)

*Subject to a minute of dissent.
†Subject to a note.

Note by Prof. K. Subrahmanyam Naidu

I am happy that the Study Team has dealt with many aspects and problems of co-operative training and education in the country and has reached unanimous decisions on almost all the subjects covered in its study. It would have been extremely satisfying for one associated with the Team if this unanimity had been maintained in respect of one or two of our important recommendations without prejudice to our broad approach and objectives of policy. In particular, I refer to our proposals concerning the constitution of the National Board for Co-operative Training and the management of regional co-operative training centres. This is all the more to be regretted because we have not drawn particular attention in our questionnaire to some of the issues involved in these proposals and also because, while making recommendations of somewhat far-reaching character, we have not had an opportunity of discussing the relevant issues and possible implications with the Reserve Bank of India authorities or the Central Committee for Co-operative Training and of the benefit of their reactions and views.

2. It is common knowledge that it is the Reserve Bank of India which originally took the initiative in organising, financing and managing regional co-operative training centres through the Central Committee for Co-operative Training. This Committee has been set up jointly by the Reserve Bank of India and the Government of India. This joint, co-ordinated effort has generally ensured a balanced economy of resources, the building up of a sound structure of co-operative education and training and unified direction and control of schemes of co-operative education. The Reserve Bank's resources, its expert knowledge, its country-wide contacts and its vital role in the co-operative movement are all important assets, which the Government of India, through this partnership, has fully utilised.

3. For an adequate appreciation of the Reserve Bank's place in schemes of co-operative training, it is necessary to remind ourselves of the very wide range of the Bank's activities in relation to the co-operative movement. The Bank has been providing a rapidly increasing amount of finance to co-operative banks essentially for financing seasonal agricultural operations and marketing of crops; it has been taking considerable part in the reorganisation and 'rationalisation of the co-operative banking and credit system in co-operatively undeveloped States; through a system of voluntary inspection of co-operative banks, it has been improving their working and administration; it has set up a Standing Advisory Committee on Agricultural Credit to deal with, and advice it on matters of vital interest to the co-operative banking and credit system; it has been taking interest in, and influencing, the formulation of plans of co-operative development in the country; it has been reviewing the working of co-operative institutions in different States. Apart from this key position, the Reserve Bank has a large financial stake in the co-operative movement. The Reserve Bank, therefore, would appear to have regarded the scheme of co-operative education and training as a mode of insurance of its financial interests. I would submit that the important recommendations which

form the subject of this note, should be considered against this background.

4. Under our proposals for the constitution of a National Board for Co-operative Training, the Reserve Bank would cease to play its usual role. First, the Board will be set up singly by the Government of India (Ministry of Community Development and Co-operation). Secondly, the responsibility for administration of the regional or state-level co-operative training centres is intended to devolve upon State Governments (and in about two States, upon State Co-operative Unions). Thirdly, the secretariat which the Reserve Bank has organised and built up for assisting the Central Committee for Co operative Training would no longer be required. Fourthly, should it become necessary, the Government of India would take over the responsibility of financing even the five regional centres which are currently being financed by the Reserve Bank. Fifthly, the management and control of the Co-operative College, Poona (now styled as the Co-operative Institute for Advanced Studies and Research) would vest in the Ministry instead of, as is now the case, in the Reserve Bank. Thus, it may be observed that the Reserve Bank will be divested of its present responsibility in this field. I am at a loss to realise whether and how far this disassociation is calculated to promote the cause of co-operative training. It seems to me that this course is neither correct nor desirable.

5. At this stage, I may also refer to another important recommendation which we have made. We have suggested that the administration of regional co-operative training centres should be decentralised and entrusted to state-level agencies. This proposal is based upon our policy objective *viz.*, that the organisations of the co-operative movement should be enabled eventually to take over the principal responsibility for co-operative training and education and that this objective should determine the direction in which the programme of co-operative education should move. I am in entire agreement with the policy of decentralisation if it should mean, as we have stated, the transfer of responsibility for co-operative education and training to the non official co-operative organisations of the co-operative movement. In effect, however, our proposal would not carry out this objective. Firstly, it is admitted that barring one or two states—in fact, two states were repeatedly mentioned during our discussions—state co-operative unions are not yet well-established, efficiently managed or financially strong and cannot, within the foreseeable future, take over this responsibility. Their hands are full with membership education programme. Again, it may be clear from our report that even junior officers training centres "in most of the states" are being administered by State Governments "through the co-operative departments" (paras 11-12, Chapter XI). This is the hard fact, and in this context, to regard the entrustment of responsibility for administration to State Governments as "transitional" does not appear realistic. What is supposed to be a "transitional" arrangement, is, in view of the growing departmental vested interests, likely to turn out to be a permanent or an indefinitely long-term arrangement. Secondly, administration of regional training centres would, in view of the generally widespread

inability of state co-operative unions—barring, of course, one or two of them—be entrusted to State Governments which are considered as the "appropriate agency" for the purpose. It is obvious that State Governments would administer these training centres more or less in the same manner as the junior officers training centres are now administered. It may be that an advisory committee may be set up to advise the centres; but then there are such committees even under the present arrangements. Thirdly, the kind of "decentralisation" proposed does not seem to confer any independent powers of management even upon State Governments. Responsibility for administration will be "delegated" and the State Government would in effect operate as "agent". Obviously, it is the Government of India which delegates the responsibility. The over-all central responsibility still exists. In our discussions it was conceded that the appointment of teachers also would be subject to the approval of the central authority. Even now, the Central Committee has clothed the local committees with some routine duties though probably they are capable of being more clearly defined. This "agency" arrangement would continue until the state authorities are able to share the cost of regional training centres (apart from giving an assurance as to an adequate number being available for training at each centre), and only then, "the responsibility for administration may fully devolve at the State level" (Paragraphs 11, 27, Chapter XI). It is obvious that state co-operative unions with hardly any financial resources (and most state governments with their increasingly heavy financial commitments) cannot fulfil this condition and take over the entire responsibility for administration in any foreseeable future. What our proposal, in effect, amounts to is not decentralisation of authority for the management of regional training centres in favour of non-official state co-operative organisations—which is our policy objective—but "departmentalisation" of management because, as I have tried to point out, in the last analysis it is the state co-operative departments which would run the centres under the over-all control of the Central Ministry which finances them. This does not appear consistent with our policy and even if this arrangement should be attempted, I am afraid that the Registrars of Co-operative Societies with their hands full, cannot give that close and expert attention to the administration of the training centres, which the Central Committee with it experience has been able to give them all along.

6. A case has been sought to be made out for a change in the present policy and for the administration of regional training centres by state-level authorities, and it is not necessary for me to cover the ground again. Equally forcefully, is the case for the continuance of the current arrangements for management by the Central Committee, being urged. Need for certain uniformity in respect of syllabi, examinations, etc., and maintenance of high teaching standards under central directions and control, wide field of choice of teachers, provision of adequate incentives for securing the services of competent men, facilities for inter-state practical training arrangements, inability or unpreparedness of most of the state Co-operative unions to undertake the responsibility for the management of the training centres, the increasingly large financial stake of the Reserve Bank of India in the co-operative movement—these

and other reasons have been advanced in favour of the continuance of the existing arrangements.

While, in pursuance of our declared general policy, the responsibility for management of co-operative training schemes should devolve upon state co-operative unions. I have misgivings as to whether our somewhat complicated proposals involving, as they do, dispersal of authority and functions (which notwithstanding our good intentions, may tend to lower standards) and a virtual elimination of the Reserve Bank's intimate and expert association with the co-operative training schemes which it laboured hard to evolve and promote, are, at this stage of rapid co-operative development, really called for.

7. The present responsibility for organisation, management, financing of state or regional co-operative training centres and for overall direction and control which the Reserve Bank and the Government of India have been exercising through the machinery they have together set up, is sought to be taken away under our proposals and entrusted to the Ministry, the State Governments (which would, in fact, mean the state departments of co-operation) and the proposed National Board. Under the present arrangements, management, financing, policy-making and overall supervision are vested in the Central Committee for Co-operative Training. Under the proposals embodied in our report, this unified arrangement which generally should make for efficiency as well as flexibility, would disappear. Management would vest in the State Governments (or in state co-operative unions in one or two states); policy-making would vest in the National Board ; financing would go to the Government of India. Whether this dispersal of duties and powers among different agencies, which our proposals involve, is conducive to sound functioning of co-operative training centres, appears, I venture to think, open to question.

8. There is no proof that apart from their minor complaints, the present arrangements have turned out to be unsatisfactory or inefficient. Nor can it be said that they are so much beyond improvement as to be replaced by altogether different arrangements, particularly at this stage of rapid co-operative development. I have often heard it said during our discussions that co-operative training is not the Reserve Bank's responsibility and it has many other things to attend to. I do not propose to go into or repeat the events which led to the Bank's entry into this or many other fields of allied activities. The more relevant point is whether the Reserve Bank (alongside of the Government of India) has not been carrying out this responsibility successfully.

9. I may hasten to add that I should not be understood as being opposed to our central policy of genuine decentralisation. The problem, as I see it, is whether the stage is set for decentralisation of the type that we sincerely desire, whether, when the time is not ripe, this complicated arrangement which we recommend, is really called for, whether it would tend to accelerate or retard the pace of fulfilment of our objective and whether our immediate effort should not lie in creating conditions which favour speedy decentralisation of the kind we visualise. It would appear on balance

that, until a stage is reached when responsibility might be transferred entirely to non-official co-operative institutions, the present arrangements might profitably continue. It is true that, with reference to the Secretariat of the Central Committee, certain complaints were made about delays, red-tape, needless correspondence etc. but it should be possible to eliminate these small deficiencies through complete decentralisation of powers of day-to-day management to more representative local committees.

10. It is true that the Central Committee as at present constituted is mostly official. I consider that in the context of our recommendations for the transfer of the ultimate responsibility for co-operative training to non-official co-operative unions, it is necessary that the central authority should be broad-based and sufficiently representative of the several interests concerned. I am in entire agreement, therefore, with the recommendation that the central authority should be broad-based and its membership enlarged in the manner outlined in our report. I also support the suggestion that the Central body may be styled as the National Board for Co-operative Training. Again, in addition to the powers and duties assigned to the Board, it may be empowered to manage the proposed Co-operative Institute for Advanced Studies and Research and the regional co-operative centres and progressively transfer these centres to non-official co-operative unions as and when the latter are well-established and furnish proof of their ability and competence to manage the training centres on sound lines. In fact, I would submit that the Board should initiate measures and create conditions for the early fulfilment of this objective. I would only urge that for the reasons which I have endeavoured to explain in the early part of my note, the National Board should as is now the case in regard to the Central Committee for Co-operative Training be a joint board constituted by the Government of India and the Reserve Bank so that the Reserve Bank might, as hitherto, be closely associated with schemes of co-operative training. I would earnestly plead that the present close partnership and co-ordinated approach should continue for the larger good of the co-operative movement.

Sd./- (K. SUBRAHMANYAM),

8-4-1961.

MINUTE OF DISSENT

By J. C. Ryan

Existing arrangements for Co-operative Training

At present the training of the staff employed in the Co-operative Departments and in co-operative institutions is looked after by the Central Committee on Co-operative Training constituted jointly by the Reserve Bank and the Government of India. The staff are divided into senior staff, junior staff and intermediate staff. The training of the junior staff is done in the States by the State Governments either directly or indirectly through co-operative agencies and their cost is shared by the Central Government and the State Governments. The senior staff are trained by the Central Committee at the training centre at Poona, the entire cost thereof being borne by the Reserve Bank. The intermediate staff are trained by the Central Committee at five regional centres at Poona, Madras, Meerut, Indore and Ranchi at the expense of the Reserve Bank. The Co-operative Extension Officers of the Community Development Blocks are trained by the Central Committee at eight training centres at Hyderabad, Patiala, Tirupathi, Bhavnagar, Kalyani, Kotah, Gopalpur-on-Sea and Faizabad, the entire cost of the training being borne by the Government of India. In addition, the Central Committee is conducting special courses at the cost of the Reserve Bank for land mortgage banking, at Madras, for co-operative marketing at Madras, Poona, Meerut, Ranchi and Indore as also special courses such as courses for managers of co-operative financing banks and refresher courses for the lecturers of all the training centres. Recently, the training of the departmental and institutional staff connected with industrial co-operatives has been taken up at different training centres organised in succession by the Central Committee on behalf of the Ministry of Commerce and Industry who provide the funds therefor.

Co-oerative Training should ultimately be the responsibility of State Co-operative Unions

2. My colleagues on the Study Team have recommended that, in principle, the training of intermediate personnel should be decentralised and that the responsibility for the administration of the intermediate training centres should be transferred to the State Co-operative Unions where they are strong and efficient and to the State Governments wherever these unions have not been so well established. I agree that the training of the co-operative staff ought to be the responsibility of the State Co-operative Unions. This was the view expressed by the Co-operators who met in Congress at Patna in 1955. The resolution passed there was as follows:

> "The Congress while appreciating the work done in the field of co-operative Training by the Reserve Bank of India (Agricultural Credit Department) and the Central Committee for Co-operative Training wishes to assert emphatically that it is the Central responsibility of Co-operative Institutes and Unions to provide facilities for the training of the workers in the Movement both

official and non-official and for the education of members of primary units in particular and of the public in general in the principles and practice of Co-operation as no outside agency can understand and appreciate the needs of the Movement as much as its own apex Institutes and Unions".

But the actual position is that only about two State Co-operative Unions are now fit enough to take over the training centres, and one of them has, with the approval of its State Government, recently handed over to the Central Committee on Co-operative Training the training centre which it was running. Hence, according to my colleagues, the bulk of the intermediate training centres will have to be transferred to State Governments immediately. I do not agree that this should be done. I apprehend that once such a transfer is made to State Governments, the final transfer to State Co-operative Unions will not take place within a foreseeable distance of time thereafter.

Trainees available will not support more than 13 Training Centres

3. My colleagues have produced some data to show that there is need for 22 intermediate training centres in the country. However, they admit that the data gathered are not precise and suggest that in the first instance the number of centres for training intermediate personnel may be raised from 13 to 15. I doubt whether a sufficient number of trainees will be available to support even the 13 existing training centres in the country throughout the Third Plan period. The Secretary to Government in the Ministry of Community Development and Co-operation has stated in his written evidence before the Study Team that recruitment of Co-operative Extension officers for Community Development Blocks will cease after three years. When this happens, candidates for training at these centres can be drawn only from those already in service. Apart from this, the Study team has recommended that departmental candidates and institutional candidates should not be trained together. When this recommendation is given effect to and all institutional candidates are trained in separate courses, the number of candidates available for training will be further reduced. The recommendation that separate courses for institutional candidates may be conducted at the same intermediate centre will not help to overcome this difficulty because the course will be separate and it would be waste of man-power, energy and money to organise courses in intermediate training centres with a smaller strength than 45 per course. Past experience has shown that even the existing 13 intermediate training centres had many seats left vacant in the courses conducted by them ever since they were established. Data regarding the average utilisation of these training centres and the average number of seats left vacant in each is enclosed as an annexure to this note. That annexure also reveals that there was shortage even in the number of candidates who attended the special courses conducted in co-operative marketing, land mortgage banking and the management of co-operative financing banks. It would be unwise to ignore this past experience and build on hopes that with the expansion of the co-operative movement contemplated under the Third Five Year Plan, there will be additional staff, who, together with the existing

untrained staff, will provide enough trainees to support fifteen intermediate training centres. The Plan for co-operative development is more in the direction of increasing transactions and business of co-operative societies than in the direction of multiplying their number. The increase in the number of the staff under the Third Five Year Plan will not, therefore, be in the same proportion as under the Second Five Year Plan and cannot support fifteen intermediate training centres, for the full period of the Third Five Year Plan.

Whether the entire cost of training centres run by State Governments can be met by the Reserve Bank and the Central Government is doubtful.

4. My colleagues have suggested that the 15 intermediate training centres which they have recommended for 15 States (the Centrally Administered States and Jammu and Kashmir have been tagged on to the training centres at Kalyani and Patiala respectively) may be run at the cost of the Government of India and the Reserve Bank as it is being done now. It was indicated to them that, when State Governments were entrusted with the conduct of these training centres, it would be exceedingly doubtful whether it would be legally permissible for the Reserve Bank to leave any part of its funds to be administered by the State Government, and whether, even if it were legally permissible, it would be proper as a matter of policy for the Reserve Bank (the banker of Governments) to leave its own funds to be administered by State Governments. My colleagues feel that *prima-facie* such a difficulty should not arise. However, they suggest that, if the Reserve Bank does not find it feasible to continue to bear the cost of 5 intermediate training centres as it is now doing, their cost also should be borne by the Government of India just as they are now bearing the cost of 8 intermediate training centres. I doubt whether it would be feasible for the Government of India to meet the entire cost of the 15 training centres if their administrative control is handed over to the State Governments. In such an event, according to the present policy of central aid to State Governments, the Central Government can only share the cost on a 50:50 basis with the State Governments. Against this view, my colleagues have cited the example of the Social Education Organisers' training centres which are conducted in the States. But my information is that most of these training centres are administered by private organisations which receive only "grants-in-aid" from Government and in the case of two States (Uttar Pradesh and Orissa) the pattern of assistance is not clear. My colleagues claim that these two States are functioning as the "agents" of the Government of India in this regard. If that is correct, the administration of these institutions is centralised and it will not help my colleagues to cite them as precedents for a step in the direction of decentralisation.

Importance of need to train candidates in local conditions is exaggerated.

5. My colleagues have favoured a decentralised administration for the intermediate co-operative training centres on the plea that,

in that event, the training would take into account local problems and conditions. They have cited in their support, Prof. Laidlaw who had observed as follows: "Great differences from state to state call for a wide variation in the training programme for different parts of the country, *e.g.*, co-operative officers in Rajasthan obviously cannot be trained in the same way as those in Madras. But I do not think that this is sufficiently recognised in the present scheme of training". My colleagues have also cited the Co-operative Planning Committee of 1945 which suggested that "Separate colleges should be set up in each State, facilities being provided wherever necessary for training in all provincial languages, in the province". When the Co-operative Planning Committee made this recommendation, there were no inter-State training centres in the country for the training of intermediate and senior co-operative personnel of the co-operative departments and institutions; the training centres in the States were conducted mostly for junior officers. The recommendation of the Co-operative Planning Committee cited relates only to these junior officers' training centres and that was why that Committee suggested that, wherever necessary, the training should be given in the language of the province. Even now the Junior officers' training centres are following this recommendation. As for Prof. Laidlaw's observations, he did not recommend that the existing intermediate training centres should be decentralised and entrusted to the State Governments for administration. All that he stated was that the differences from Sate to State called for variation in the *training programme* for different parts of the country. The observations made by the authorities cited do not, therefore, appropriately apply to the present context and cannot be interpreted to support the proposal of my colleagues. Besides, it cannot be ignored that the Third Five Year Plan for co-operative development has been drawn up at Delhi, albeit in consultation with the State Governments. Moreover, a uniform All India pattern has been recommended for the development of the co-operative movement throughout the country not only in the agricultural sector but even in the industrial sector. Therefore, the basic instructions imparted in the co-operative training centres has to be related to this general pattern. As lecturers in the institutions are in most cases drawn from different States, and as the students attending these courses are also expected to join them after a period of experience in the working of co-operative institutions in their own States, a good deal of attention is already being devoted in the existing training centres for discussing local problems and finding solutions therefor. That more attention could be devoted to this object may be conceded; but to say that for this purpose each State should have its own training centres and run it itself does not follow.

Standards of training will go down by the transfer of the training centres to the States.

6. It was indicated to the Study Team that. if each State administered its own intermediate training centre and manned it with its own teaching staff, the quality of training might suffer; but they dismiss this apprehension as not justified. I cannot agree with this view, for this consequence is both probable and serious. There are several States in India where the co-operative movement

is still in its infancy and has to be nursed and developed; there are still others where the movement has got into shoals and has to be salvaged and refloated; there are several States where wrong methods and incorrect procedures are being followed and require to be corrected; there are several States, again, where problems have arisen for solving which the experience of other States will be helpful. To meet these diverse requirements suitable instruction based on the experience of different States has to be imparted in the training centres. Instructors recruited from one State alone *i.e.* the State to which the training centre belongs will be unable to impart such instruction by themselves. Moreover, if lecturers are left to be selected and appointed by the States they will not always be of the right type. My colleagues have indicated that there is a tendency to use the training centres as a dumping ground for unwanted officers of the co-operative departments. The hope expressed by them that, when the States themselves are made responsible for the conduct of the training centres, their involvement in the intermediate training centres will promote efficiency is too optimistic. The elaborate programmes for co-operative development drawn up under the Third Five Year Plan require all the good staff available for their execution, and few Registrars will sacrifice success in this direction by deputing their able officers as instructors to the training centres. The officers deputed, too, will be disinclined to go to these centres, unless they are given additional emoluments and facilities. Such increased salaries and facilities of the order now available under the Central Committee for instructors in training centres will not be forthcoming from the States as they cannot make a distinction between the staff of Co-operative training centres and the staff of training centres for other departmental staff. Without liberal emoluments, officers ordered to teach in the training centres may not put their heart into the work.

Practical training in different States will become difficult.

7. Moreover, training centres run by the Central Committee are now in a position to organise tours for practical training not only in the State where the centre is situated, but also in the neighbouring States and in the more advanced States. It is possible to impart such extensive practical training because the Reserve Bank, which has a pull with the States and with the co-operative institutions they finance, is able to organise such elaborate tours and pay for them. The expenditure incurred is not only in regard to the travelling allowances of the trainees, but also in regard to the salaries of tutors who are engaged during the practical training period for batches of 10 students or less and even for paying honoraria to the staff of co-operative institutions who interest themselves in the practical training programme. It is doubtful whether expenditure of this nature can be incurred by the State Governments under the existing rules regulating departmental administration. My colleagues wish to get over this difficulty by pointing out that the role of such inter-State tours is likely to be over-stressed and could very well be reduced to "tackling the practical problems on a laboratory basis within the class-room itself." I agree that this laboratory method is desirable for imparting instructions on correct procedures in regard to registration, inspection, audit, liquidation, and other statutory duties; but it will not be feasible to demonstrate

to students in the class-room how a defunct society could be revived, how the combination of traders against a marketing society could be overcome, how a good set of office-bearers run a society on prosperous lines and how a bad set lead it to ruin etc. We cannot forget the fact that the co-operative movement is essentially a movement of the people and a great deal of knowledge has to be acquired by the trainees in regard to the method of dealing with different varieties of them and orientating their minds towards successful co-operative business effort. These things can only be learnt by meeting non-official co-operators at work in different States and hearing from them their difficulties, the ways in which these were overcome and their achievements. My colleagues seem to think that some inter-State training can very well be arranged by mutual consultation between the Registrars of States. Let me say quite frankly that I have no faith in this recipe. I have known how difficult it is to coordinate the activities of the Registrar of Co-operative Societies, the Director of Agriculture and the Director of Industries in one and the same State. It is futile to hope that such coordination can be brought about between Registrars of different States.

The proposed National Board for co-operative training cannot be effective

8. My colleagues seem to think that the National Board for Co-operative Training, which they have proposed, will co-ordinate the activities of the co-operative training centres and maintain high standards in their working by exercising the various functions which will be entrusted to it. But the National Board they visualise should, according to them, "essentially be a policy making board and should not be required to have administrative or executive functions." On the other hand, the existing Central Committee for Co-operative/Training is a committee which exercises administrative and executive functions. Originally constituted by the Reserve Bank in 1953 to look after the co-operative training centres which were maintained out of the funds of the Reserve Bank, the Board of Directors of the Reserve Bank defined its powers as follows:

> "The Committee will select the Centres, frame the syllabus, appoint staff, nominate (if necessary) a local committee for each centre and in general administer the scheme—*i.e.* the Reserve Bank's part of it—with funds provided and controlled by the Reserve Bank. In practice, subject to provision of funds, considerable financial autonomy will be left to the committee. The actual concessions to be given to State Governments and co-operative institutions, in respect of trainees of different classes, will be decided by the Committee."

When the Government of India in the Ministry of Food and Agriculture wished to utilise the Central Committee of the Reserve Bank subsequently; they made it clear that "in regard to training of higher and intermediate grade personnel, the Committee will function as a Committee of the Reserve Bank, while in regard to the subordinate personnel the Committee will function as a Committee of the Government of India." When still latter, in 1955, the Central

Committee accepted the responsibility for conducting the 8 Block Development training centres for training block level co-operative officers at the request of the Government of India, it functioned as the Committee of the Government of India in respect of these eight centres too. The Central Committee was provided with staff by the Reserve Bank not only to attend to its secretarial work but also to attend to field work such as supervision of the training centres, evaluation of the work done by them, conducting refresher courses for instructors, auditing their accounts, etc. etc. Thus, being responsible for the administration of the training centres, the Central Committee is in a position to maintain efficiency in the conduct of the centres. The proposed National Board is, on the contrary, to be only an advisory body. It will have no funds of its own, nor staff. The funds and staff will be with the Government of India. It is the Government of India that will distribute the funds among the States and it is their officers that will have to inspect the training centres in the States. The total expenditure in regard to the Secretariat and field staff of the Central Committee, who form a part of the Agricultural Credit Department of the Reserve Bank, costs the Reserve Bank about Rs. 3·50 lakhs in a year. If the efficiency of the training centres is to be maintained, expenses of this order will have to be incurred every year by the Central Government; and, even if they are incurred, there will be no guarantee that the standard of training will be maintained at its present level because the transfer of the training centres from the Central Committee to the State Governments is to take place in the name of "decentralisation". If the training centres are "decentralised", it is problematic whether the Central Government will be able to assert themselves and maintain high standards in their working, without appearing to move in the direction of centralisation.

Senior Officers' Training Centre, Research and Advanced Study

9. Having made the National Board for Co-operative Training merely a policy making body, my colleagues had to find out a method for disposing of a very important function which is now discharged by the Central Committee for Co-operative Training, *viz.* the conduct of the senior officers' course for co-operative personnel from all the States of India at the Co-operative Training College, Poona. My colleagues wish to raise this institute to the status of a National Institute for Research and Training of teachers and higher personnel of Co-operative Departments and institutions. That there should be such a Central Institute is accepted by all. But they have suggested that the National Institute for Co-operative Research and Training should be conducted directly by the Ministry of Community Development and Co-operation since the National Board they have proposed will not have any staff for carrying out any executive functions. The transfer of the management of the National Institute from a body like the Central Committee for Co-operative Training directly to the Ministry would be a retrograde step in more than one sense. It cannot be justified in the name of "decentralisation". Nor will it have the advantage of the same active interest which non-official co-operators now evince for it. There will also be no reason to expect that the management by the Ministry will

make for greater efficiency than what the position is under the existing arrangement.

Alternative arrangements

10. Having shown that both standards in training and efficiency in administration will go down if the recommendation for transfer of the co-operative training centres from the Central Committee to the State Governments is accepted, it is necessary to indicate what the alternative should be. The alternative, to my mind, is to go forward with the existing arrangements with slight modifications. The Central Committee for Co-operative Training may be renamed as the National Board for Co-operative Training. Its strength may be enlarged providing for larger representation to State Co-operative Unions and Registrars, although the total number of members on it need not be so large as 25. But the National Board should first be appointed as the Committee of the Reserve Bank and may thereafter be constituted as a National Board with the same members by a Notification of the Government of India. This will give the National Board the status of a joint organisation set up by the Reserve Bank of India and the Government of India. The funds of the Reserve Bank and those of the Government of India will be administered as at present by the Agricultural Credit Department of the Reserve Bank as the executive of the National Board. The senior officers' training centre and the existing 13 intermediate officers' training centres will be run by this National Board in the manner recommended by the Study Team, *i.e.* departmental training and institutional training can be separated and the period and content of the courses may be altered on the lines recommended by the Team. Specialised courses and Refresher courses can be conducted and research and advanced study can be undertaken in the manner indicated by the Team. Should a need arise for increasing the number of intermediate training centres, the National Board may be called upon by the Government of India or the Reserve Bank to start additional *ad hoc* centres which should be wound up as soon as the need for them ceases. The local committee in charge of each training centre may be assigned definite rights and duties in a codified form, so as to give them wider discretion in matters of detail. We may proceed on this revised basis for the entire period of the Third Five Year Plan, at the end of which these arrangements may be reviewed.

Role of the Reserve Bank in Co-operative training

11. In this connection, it should be indicated that the Reserve Bank is greatly interested in the conduct of co-operative training centres. Firstly Section 54 of the Reserve Bank of India Act requires that bank to function as the adviser of the Central Government, the State Governments and co-operative and other banks. The Section is extracted below:

> 54. Agricultural Credit Department:—The Bank shall create a special Agricultural Credit Department the functions of which shall be—
>
> (a) to maintain an expert staff to study all questions of agricultural credit and be available for consultation by the Central Government, State Governments, State co-operative banks and other banking organisations.

(b) to co-ordinate the operations of the Bank in connection with agricultural credit and its relations with State co-operative banks and any other banks or organisations engaged in the business of agricultural credit.

One of the effective ways in which the Reserve Bank can advise the Central and State Governments is to instruct their officers in matters relating to rural credit and credit for cottage and small-scale industries. Moreover, the Reserve Bank as the Central Bank of the country, is responsible for maintaining good standards in the operations of all varieties of banks in India and for toning up their standards wherever necessary. It is in pursuance of this function of a central bank that the Reserve Bank has set up the Bankers Training College at Bombay to train officers employed by commercial banks. The working of this college has evoked admiration from the Study Team which has suggested special courses to be run by this college for employees of co-operative banks. I trust that this recommendation will be accepted by the Reserve Bank and special courses will be devised to suit the requirements of co-operative banks whose functioning is very different from that of commercial banks. But the training of the staff of co-operative banks alone in this college will not satisfy the requirements of the co-operative movement. As is well known the co-operative movement is still largely under the direction and control of the co-operative departments in the States, and the progress of co operative banking institutions will depend to a considerable extent on the quality of the training given to the personnel of the co-operative departments. Further, most co-operative business institutions depend for their funds on State co-operative banks and Central co-operative banks, The Reserve Bank is being called upon to finance these banks in an increasing measure not only for the benefit of agriculturists but also for the development of cottage and small scale industries. At present, the short term credit limits sanctioned by the Reserve Bank for agricultural purposes is of the order of Rs. 108 crores and that for weavers' societies has reached Rs. 2·96 crores. In addition, loans amounting to Rs. 7·63 crores are outstanding as medium term loans given for agricultural purposes. Even State Governments are indebted to the Reserve Bank to the extent of Rs. 19·95 crores borrowed for contributing to the share capital of co-operative credit institutions. The training of the staff connected with co-operative institution is so to speak, a form of insurance for the large volume of funds that the Reserve Bank has lent for the Benefit of the co-operative movement. I hope that, for the well-being of the co-operative movement the Reserve Bank will be enabled to continue to maintain its interest in the training schemes for the staff of co-operative departments and co-operative institutions until the time is ripe when co-operatives can undertake the task themselves.

(Sd.) J. C. RYAN,
11-4-61

ANNEXURE

Statement showing the utilization of the facilities offered at the Senior Officers' Course, Intermediate Officers' Course, Special Short-term Courses on Co-operative Marketing and Land Mortgage, Banking and Block Level Extension Officers' Course at the training centres conducted by the Central Committee for Co-operative Training

N.B.—The utilisation statement relates to the sessions completed prior to 31-3-61 or to those which wi come to a close on or before 31-3-1961.

Name of the Course	Name of the Centre	Capacity	Average utilization	Average number of seats vacant
1	2	3	4	5
1. Senicnr Officers' Course	Co-operative Training College, Poona	40	34	6
2. Intermediate Officers' Course	Co-operative Training College, Poona	70	61	9
	Regional Co-operative Training Centre Madras	45	39	6
	Do. Ranchi	45	35	10
	Do. Meerut	45	31	14
	Do. Indore	45	38	7
3. Special Short-term Course on Co-operative Marketing.	Co-operative Training College, Poona	45	26	19
	Regional Co-operative Training Centre, Meerut	40	25	15
	Do. Ranchi	40	33	7
	Do. Indore	45	23	22
	Do. Madras	30	27	3
4. Special Short-term Course on Land Mortgage Banking.	Do. Madras	40	38	2

6. Block Level Co-operative Extension Officers' Course.	Block Level Co-operative Officers' Training Centre, Kota	108	87	21
	Do. Gopalpur-on-sea	122	98	24
	Do. Kalyani	73	50	23
	Do. Hyderabad	81	49	32
	Do. Faizabad	150	102	48
	Do. Bhavnagar	100	66	34
	Do. Tirupati	60	41	29
	Do. Patiala	104	46	58
7. Short-term Course (1-7-56 to 15-3-59) .	Do. Patiala	28	17	11

SUMMARY OF RECOMMENDATIONS

CHAPTER IV

Approach to the Programme

1. An effective programme of co operative education and training is a *sine-qua-non* of sound development of co-operative movement. The success of co-operative societies is dependent not so much on the extent of financial or organisational aid given to them by Government or other external agencies but upon their capacity to muster a combination of enlightened members, responsible office bearers and competent employees. (4.3).

2. In order to achieve the central aim of national policy, namely encouraging co-operative form of organisation to play a significant part in the country's economy, it is necessary, that, besides training those who are within the co-operative movement, those who are outside should also be made co-operative minded. This applies to the various governmental personnel and even more to the younger generation which has, within its fold, a large number of potential co-operators. The teaching of co-operation should, therefore, increasingly figure as a part of general education at appropriate stage. (4.4).

3. The co-operative movement should be enabled eventually to take over the principal responsibilities for conducting the programme of co-operative education and training. The endeavour should be to build the co-operative unions so that in all States, in collaboration with other apex organisations, the unions may effectively assume the responsibility of the co-operative training and education programme as early as possible and not later than the end of the fourth plan. (4.5 and 4.6).

4. The agency of training both departmental and governmental personnel should as far as possible be one and the same and by and large this responsibility should be transferred to the co-operative unions gradually. (4.7).

5. There should be a certain measure of standardisation in the arrangements for co-operative training but the details of the training programme should be kept as flexible as possible. (4.8).

6. The programme of co-operative education and training whether of ordinary members of institutional or governmental personnel should be conducted on as decentralised a basis as practicable, as such a decentralisation will tend to ensure that the local co-operators and governmental authorities are involved in the programme to increase its effectiveness and success. (4.9).

Chapter V

1. In classes I to V, teaching of co-operation may be introduced through simple stories. (5.6).

2. For children in the age group of 11-14, co-operation may be taught in a more detailed way in the subject of social studies by introducing a brief idea of some important co-operatives, such as

credit societies, marketing co-operatives and school co-operatives. (5.7).

3. At the higher secondary stage, an elementary knowledge of co-operation should be introduced in the core subject of social studies. (5.9).

4. The subject of co-operation should form another optional group to be taken at the higher secondary stage. The 'co-operation group' should include co-operation, book keeping and economics or commerce. (5.10).

5. For teaching of co-operation in a practical way, co-operative stores, canteens and rupee banks may, therefore, be organised in the schools and colleges. (5.11).

6. Co-operative Acts in the states may be amended, wherever necessary, enabling the students below 18 years to become members of school co-operatives. They should have an adequate voice in the management of the school co-operative. (5.12 & 5.13).

7. The students should be familiarised with the co-operative form of organisation by other unobtrusive methods also, *viz.* giving sums relating to co-operative societies, organising extra curricular activities and hobbies relating to co-operation. Excursions and visits to neighbouring co-operative societies and essays and debating competition on the subject of co-operation may also be arranged in schools and colleges, from time to time. (5.14).

8. The subject of co-operation and community development should be taught in the teachers' training colleges and should form at least half a paper. Co-operative stores, canteens, etc. should also be organised in the teachers' training colleges so that the teachers under training receive practical experience of running co-operative societies. The subject of co-operation may also be included in the proposed orientation course which is being worked out by the Ministry of Community Development and the Ministry of Education (5.16).

9. Co-operation forms an optional subject in B. Com., B. Com. (Hons.) and B.A. (Economics Hons.) degree courses in some of the universities. It should find a place in the commerce, degree and Honours courses in the remaining universities also. Further co-operation may also be included as one of the optional subjects in the B.A. and B.A. (Hons.) Economics degree courses (5.21).

10. Universities may introduce a two-year Master's degree course in co-operation and allied subjects. (5.22).

11. The Central and State Governments and other quasi-governmental and non-governmental institutions and co-operative organisations should accord preferential treatment to the graduates and post-graduates, with co operation as their special subject, in the matter of appointments to different categories of their services, by amending their service rules, wherever necessary. (5.23).

12. The rural institutes have already introduced diploma courses in co-operation which have been recognised as equivalent to University degree courses. They may also introduce post-graduate courses in co-operation, on a pilot basis, in one or two institutes. (5.28).

Chapter VI:

1. In the context of the conditions in India, co-operative education for ordinary members should continue to be imparted through special arrangements as heretofore. (6.7).

2. The education of members, committee members and office bearers should, as a rule, be conducted as near their place of residence as possible, through peripatetic classes. It is not necessary to make a distinction between committee members and office-bearers. A combined class for ordinary members and committee members including the office-bearers should be organised within the area of operation of the village co-operative. This class may be for a period of three to four days. It should be followed by another three days or so of concentrated training for committee members and office-bearers in the village itself. As these classes will be held in the village itself, there would be no need for payment of stipends. A small provision for refreshment and cultural entertainment should, however, be made. (6.10).

3. The instructions in the peripatetic classes should be related to the specific problems of their co-operative. The instructor should, therefore, visit the society concerned a couple of days earlier and fully familiarise himself with the local problems of that society. He should also spare some time to deliver one or more talks to local school children and members of other village organisations. (6.10).

4. A peripatetic training unit should continue to consist of one instructor as at present, but he should work in conjunction with local supervisory and Extension staff who should provide him all necessary assistance. (6.12).

5. In a few areas where higher co-operative organisations, such as central co-operative banks, are effective and are willing to take adequate interest in the member-education programme, the education of ordinary members may be left to the normal staff of supervisors and Extension Officers and the Education Instructors should hold classes only for committee members and office-bearers. The progress resulting from such arrangements may be reviewed after a few years and compared with the position obtaining in other areas where education of ordinary members is also being done by educational instructors. (6.13).

6. On an average, a peripatetic instructor holding combined classes for ordinary members and committee members followed by a few additional days training for committee members and office-bearers should be able to deal with 35 societies in a year, *i.e.* about 175 societies in the five year period. In an average district with about 700 societies, the number of paripatetic training instructors may, therefore, be raised to four in the course of next two or three years so that the committee members including office-bearers with about 50 ordinary members of every society in the country would be able to receive co-operative education within a period of about five years. (6.14).

7. As it is proposed to hold combined classes for ordinary members, committee members and office-bearers, it would be necessary to revise and simplify the present syllabus. Further, the syllabus

should provide for instruction in the elements of Panchayati Raj institutions and their relationship *vis-a-vis* co-operatives. (6.15).

8. As the success of the co-operative member education programme is mainly dependent upon the quality of the educational instructor, every care should be taken to select the right type of men with suitable academic qualifications, proper aptitude for rural work and requisite practical experience of the movement. The qualifications laid down by the Ministry of Community Development and Co operation regarding practical experience, training, age, etc. should be considered as essential and should continue to be enforced. The age limit may, however, be relaxed up to 45 years at the time of recruitment for instructors taken on deputation from the co-operative departments. Further, for direct recruits who have studied co-operation as a special subject at the university stage, the qualifications regarding completion of a course of training at the Junior Officers or Intermediate Officers Training Centres may be relaxed. (6.17).

9. The All India Co-operative Union should be associated with the selection of educational instructors, but they may be represented on the selection boards through the members of their executive committee residing in the respective States. (6.18).

10. A certain number of posts of educational inspectors may continue to be filled in by taking co-operative personnel on deputation from the co-operative department or institutions. However, the State Co-operative Unions should gradually build up an educational cadre of its own. (6.19).

11. The Instructors' Training Centre in the methodology of co-operative education should continue to be conducted on an All-India level by the All-India Co-operative Union. (6.20).

12. As the Instructors' Training Course is primarily a course in methodology of imparting co-operative education, certain theoretical portions in the syllabus may be cut down with advantage and more time may be allotted for practical instruction. In order to make the trainees attend the course with requisite seriousness, the trainees may be assessed at the end of the course and awarded certificates. Instructors who fail to obtain such certificates should not be continued to be employed by the State Co-operative Unions. (6.21 and 6.22).

13. There is a need for considerable improvement in the physical amenities available in the Instructors' Training Centre at Chandranagar. The Centre should be placed on a permanent footing and suitable assistance should be made available to the All India Co-operative Union for improving the physical amenities at the Centre. (6.23).

14. The All India Co-operative Union should take steps to recruit staff, for this Centre having co-operative background coupled with experience of educational techniques. The government assistance for this purpose should be suitably stepped up. (6.24).

15. It is necessary to arrange orientation and refresher courses for educational instructors from time to time. The State Co-operative Unions may annually arrange such courses at the State level. Further, the All India Co-operative Union may arrange similar courses for co-operative Development Officers and certain selcted educational instructors. The Government of India may provide suitable assistance to the Union for this purpose. (6.25).

16. In order that the Member-Education Programme has a lasting effect, it must be followed up by suitable measures aimed at re-inforcing the initial education provided by the peripatetic instructor. For this purpose, the extension staff as well as the supervisory staff should make it a point to utilise each of the visits to a society for undertaking education unobtrusively. They should regard co-operation education as an integral part of their duties. School teachers may also be increasingly associated with follow up educational activities concerning co-operatives. Informal discussion groups may be constituted in every society and various occasions such as co-operative week celebrations, holding of Gram Sahayak camps in the villages, etc. should be utilized for discussion of matters relating to local co-operatives. Further, co-operative conferences, dramas staged in the rural areas, and general meetings of co-operative societies can also be the popular media of member-education. The follow up of member-education programme may also be supported by enlarging the present rural broadcasting facilities organising study tours within and outside the States, etc. Lastly the co-operatives and their higher tiers of organisation should increasingly assume responsibility for education of members within the framework of their normal operations and thus provide a continuous process of education of members. (6.26 to 6.33).

17. In addition to peripatetic training, certain selected office-bearers may undergo institutional training. Such training may be arranged in the Junior Co-operative Training Schools during off-season and the duration of the training may be seven to ten days. The trainees may be provided free board and lodging and the cost of transport may also be reimbursed. (6.37 and 6.38).

18. For the honorary and part-time paid Secretaries, special peripatetic courses of about four weeks duration may be organised. (6.39).

Chapter VII :

1. Separate courses of training may be organised for institutional and departmental personnel. For the institutional personnel, short duration courses may be organised while for the departmental personnel, longer duration courses may be arranged. One or more junior officers training centres in a State may be earmarked exclusively for training of departmental personnel while the rest may be concerned mainly with training of junior institutional personnel. Separate training centres for intermediate and higher personnel are not feasible. The institutional personnel now included in the intermediate or senior category should however receive separate courses of training of shorter durations and the present courses may be continued only for the departmental personnel. (7.8).

2. The key personnel of the co-operative banks should receive training in a specialised course in banking. In addition, arrangements may be made to put them through the intermediate course of eight weeks duration organised at the Bankers Training College, Bombay. (7.9 and 7.10).

3. The Chief Executive Officers of State Co-operative Banks may undergo training at the senior course offered by the Bankers Training College. (7.10).

4. In respect of the new entrants in the field of co-operative banking, a specialised course in banking should be preceded by a short duration course in co-operation. (7.11).

5. The junior field officers in the co-operative banks, such as supervisors, should attend the course prescribed for junior departmental officers. Other employees of co-operative banks, such as clerks, etc. may attend the three months' course to be organised for secretaries of village societies etc. (7.12).

6. Special refresher courses of two weeks duration or so may be organised for co-operative bank personnel at proper intervals. (7.13).

7. The special courses in land mortgage banking conducted at the intermediate Training Centre, Madras, has proved useful and should continue. In addition to this course, however, special instructions in the State Land Laws may be imparted to the land mortgage banking personnel separately at the state level. (7.14).

8. The special courses on co-operative marketing, *viz.* six month courses for relatively new entrants and four-month courses for experienced personnel may continue to be organised. The duration of the practical training in these courses however, needs to be increased. Apart from the study tours, it will be useful if the trainees, either singly or in batches of two, are attached for sufficient duration to one or two well-developed marketing societies generally dealing in agricultural commodities of the kind in which the trainees are interested. The practical training should also include a study of the working of the regulated markets. (7.15 and 7.16).

9. Special short-term courses on industrial co-operation, consumers co-operation, labour co-operation, etc. may be organised on an *ad-hoc* basis in different States. All these courses should have a severely practical content. (7.18).

10. For the secretaries of service co-operatives, rural industrial societies and other similar co-operative institutions, short duration courses of three months may be organised. These courses should primarily consist of practical training and should be regarded as job training courses. The part-time paid secretaries of village societies may attend shorter courses. (7.19).

11. Special refresher courses of three days duration may be organised for secretaries of primary societies as well as other institutional personnel who should receive orientation at least once in two years. (7.20).

12. The junior departmental personnel should undergo a course in co-operation, the duration of which should at least be nine months. The syllabus of this course should include the theory of co-operation and other allied subjects with a greater emphasis on co-operative audit. The period of nine months may be divided into five months of theoretical training and four months of practical training. (7.21).

13. The duration of the course for directly recruited intermediate and senior co-operative departmental personnel should continue to be for a period of 11 months for the present. A short duration course may be evolved for the promoted intermediate departmental officers. (7.22).

14. A directly recruited Assistant Registrar should serve in the Department as a probationer for about six months and after having acquired a background of the nature of co-operative work should receive his basic training in an intermediate course. Such an officer after receiving training in the intermediate course and after working in the field for a few years after completing the intermediate course and officers promoted to the rank of Assistant Registrars should be required to undergo an orientation course on the lines of the senior officers' course now conducted at Poona. The period of this course may, however, be cut down to three months and the syllabus should be so devised as to avoid repetition of any subject of study which is provided in the intermediate training course. (7.25).

15. *Ad hoc* courses for senior officers of the Co-operative Departments such as Senior Deputy and Joint Registrars may be organised from time to time (7.26).

16. Whenever a member of the Indian Administrative Service is appointed as a Registrar of Co-operative Societies, he should have been attached to the Department as a Joint or Additional Registrar of Co-operative Societies, he for at least one year before his appointment as a Registrar. Ordinarily, every Registrar should have on his staff some one competent to succeed him and sufficiently trained and experienced to be able to do so. (7.28).

17. It is not desirable that departmental candidates should, immediately after recruitment, be sent for training or that they should be put on an independent charge immediately after the completion of training. They should work with an experienced officer for a few months before being sent for training in a training institution. Similarly, they should be attached for some time to work with experienced officials after completion of training and before being assigned independent charge. If necessary, the recruitment and services rules should be suitably revised to provide for pre-training and post-training job experience and no financial considerations should be allowed to affect departmental efficiency. (7.29).

18. The various courses organised in the co-operative training centres should have more of practical training and such training should be more practical. Apart from the observation and participation tours which are being conducted at present greater attention should be devoted to practical training within the class-room. Field problems should be reproduced in the class room and the

trainees should be called upon to tackle them under the supervision of the lecturers. The class room training should also relate to the procedures in specific practical problems, for example, preparation of papers for registration of a society, preparing arbitration cases, handing a liquidation case, etc. (7.30, 7.31 and 7.32).

19. Co-operative stores and co-operative mess started within the training centre itself and adoption of neighbouring societies by the training centre for improvement might also add to the practical knowledge of the trainees. (7.33).

20. In order to place greater emphasis on practical training, the syllabus offered by the junior and intermediate co-operative training centres should be suitably pruned. Further, in order that the co-operative departmental personnel have an adequate understanding of the basic framework of Panchayati Raj and community development programme, the syllabus of these courses should include an elementary introduction to the Panchayati Raj system and also the role of co-operation in the community development programme. (7.34 and 7.35).

21. As the co-operative training centres would be expected to undertake field studies and research programmes and as they will have to provide instruction in Panchayati Raj system etc. the strength of the teaching personnel in the co-operative training centres may be increased. The teaching staff in co-operative training institutions should have a minimum field experience of five years apart from requisite academic qualifications. Further, the teaching staff should be interchanged with field staff as far as possible so that the teaching personnel do not become the usual text book type. In order to ensure that first rate officers from the Department are willing to serve on the teaching assignment, suitable inducements by way of special pay and house rent allowance may be provided. The teaching staff in the training centres should be of an age when they are able to imbibe new ideas and undertake field studies and investigation. To achieve this purpose, the State Government should spare suitable officers. (7.36 to 7.38).

22. In addition to the lecture-*cum*-discussion method which is being largely used in the co-operative training centres at present, new teaching techniques, such as seminars, workshops, use of audio-visual aids, etc. may be made use of. For this purpose, the junior co-operative training centres should be supplied with the minimum audio-visual equipment and aids consisting of film projectors film strip projectors and other literature. (7.39 and 7.40).

23. Stress on formal examinations as a mode of assessment should be reduced and there should not be more than one intermediate and one final examination in any of the courses. Further, the candidate's behaviour and extra curricular activities should be taken into account for the purposes of internal assessment. (7.41).

24. Suitable location, buildings and other requisite facilities are a condition precedent for a training centre. For this purpose, the Central Government should make available assistance of State Governments for constructing permanent buildings for selected co-operative training centres. (7.43).

25. Co-operative training centres at various levels should continue to be looked upon essentially as staff training centres. However, upto 25 per cent of the seats in junior training centres may be thrown open to private candidates who may not be paid any stipend. At the intermediate centres, the number of private candidates should not ordinarily exceed 10 per cent.

26. It should be made obligatory on all whole time employees of co-operative institutions (other than purely technical personnel) to receive necessary co-operative training. Further, it should be incumbent on the co-operative institutions to sponsor their employees to receive necessary co-operative training within a certain specified period. The bigger societies may encourage employees to receive their training by offering them suitable inducements such as accelerated increments etc. (7.46).

Chapter VIII—Training of other governmental personnel.

In addition to the lectures delivered to I.A.S. probationers on the subject of co-operation in the Academy of Administration, they should also visit the Co-operative Institute of Advanced Study and Research, in their study tour. Further, the State Revenue Training School or the State Civil Training School through which the new entrants to the Indian Administrative Service are required to undergo training should take into account the requirements of the subject of co-operation. (8.2).

2. For the in-service Indian Administrative and State Civil Service Officers, short duration seminars in co-operation may be organised at the State Service College or similar equivalent institution. Further, along with Panchayati Raj institutions and community development programme, co-operation should also be introduced as a subject in the departmental examinations. (8.3 and 8.4).

3. For the Agricultural Officers and other district level officers connected with Animal Husbandry, Panchayats, etc. divisional seminars may be arranged by the State Co-operative Departments from time to time, in order to acquaint them with new trends in co-operative policy and programmes. (8.5).

4. As co-operation is to find a place in the school curriculum, the education officers who have to supervise the work of the school teachers should also have a basic grounding in the elements of co-operation. Seminars at suitable places may be arranged for this purpose by the State Co-operative Departments. (8.6).

5. The officers of the Departments, other than co-operation, on whom essential powers under the Co-operative Societies Act are conferred should receive the same training as is prescribed for corresponding officers of the Co-operative Department. (8.7).

6. In order that the Block Development Officers have an adequate acquaintance with the principles, problems and programme of co-operation, they should be required to attend, in batches, a course of 15 days' duration in co-operation which may be arranged by the State Co-operative Department in the co-operative training colleges. They should also be associated with seminars, conferences or other

meetings convened by the co-operation Department or apex co-operative institutions at the district or divisional level. (8.8).

7. The training course for the village level workers contains an adequate coverage of the subject of co-operation. The village level workers already in position should, however, attend refresher courses which may be arranged from time to time either at the district level or at some other suitable places. (8.9).

Chapter IX : Field Study and Research.

1. With a growing co-operative sector, the need for research into the problems of co-operation has become urgent. It is, therefore, necessary that fact finding surveys, field studies and research into various aspects of the structure and working of co-operatives are undertaken. (9.2 to 9.4).

2. The universities have the expert staff with necessary co-operative bias and experience and as such they should be encouraged to undertake research on various co-operative problems. For this purpose, each university agreeing to provide facilities of teaching co-operation should be assisted to create two posts of research scholars who should be paid scholarships of Rs. 300/- per month. (9.7).

3. Rural institutes for higher education and other educational institutions such as Gokhale Institute for Economics and politics, etc. should also be encouraged to undertake research and field study in co-operation. The cost of these projects should be entirely financed by the Government. (9.8).

4. Besides research, the universities and the rural institutes for higher education should also undertake programmes of field study on co-operation as a part of their normal activity of teaching co-operation. The practical training to be imparted by them may include study tours and field surveys. (9.9).

5. The co-operative unions at the State or All-India level should associate themselves with the research programme undertaken by the universities in their studies and offer research scholars the requisite facilities for undertaking research projects. They may also undertake research either by themselves or in collaboration with any other bodies. Financial assistance should be made available to the unions by Government for the actual expenditure on individual projects undertaken by them with the approval of the Government. (9.13).

6. In the co-operative training colleges, one of the functions of the teaching staff should be to undertake investigations and research into specific co-operative problems of the State. (9.14).

7. The Co-operative Institute for Advanced Studies and Research should have a special wing undertaking research on co-operation. The Institute should carry out research projects of All-India importance with the assistance of state co-operative departments, co-operative training centres, co-operative unions and other organisations. The Institute should also help research projects undertaken by the universities and other educational institutions. (9.16 and 9.17).

8. The Rural Economics Division of the Reserve Bank of India may consider undertaking a larger programme of field studies and research connected with co-operation and subjects allied to co-operation. (9.18).

9. A Research Programme Committee may be constituted by the National Board for Co-operative Training which should draw up a co-ordinated programme of field studies and research projects to be undertaken by or entrusted to the various agencies. This committee should also be responsible for making arrangements for publishing, the findings of the field study research programmes for the benefit of co-operative movement. (7.20).

Chapter X: Training Aids

1. Co-operative Unions may review the position about availability of literature and wherever necessary, bring out supplementary literature in the form of basic and financial pamphlets. The All India Co-operative Union should prepare these pamphlets in English or Hindi and the State Co-operative Unions may get them translated into the regional languages. In the initial stages, these pamphlets may be distributed free. 90 per cent of the expenditure incurred by the Unions in this connection should be subsidised by the Government of India and State Governments. (10.2 and 10.3).

2. Audio-visual aids should be made full use of in the co-operative member education programme. A.I.C.U. should supply the requirements of the State Co-operative Unions in this connection.

3. For the successful implementation of the member education programme, the medium of films should be extensively used. The Government should make available financial assistance to State Co-operative Unions to enable them to procure cine projectors at the rate of one per district. (10.5).

4. It is necessary to co-ordinate the film production programme of various authorities like the Films Division of the Government of India, the Central Committee for Co-operative Training, the All India Co-operative Union and State Co-operative Unions so as to avoid overlapping or wastage. Copies of films produced by these authorities should be made available to the State Co-operative Unions and various educational and training institutions on payment of cost of each copy without taking into account the cost of production of the original film. (10.7)

5. The Central Committee for Co-operative Training has decided to bring out in the immediate future text-books on co-operative business management, co-operative law and co-operative audit. Abridged editions of these text-books will be suitable for junior personnel. Such editions may be got translated into regional languages. (10.9).

6. The Co-operative Institute of Advanced Study and Research should prepare a bibliography on co-operation and set up an up-to-date co-operative library. Further a good deal of foreign literature on co-operation, co-operative methodology, co-operative business adminstration, etc. is available in English. Arrangements

may be made to get them translated into Hindi and other Indian languages according to requirements. (10.10).

7. In addition to the general text-books, there is a need for preparation of booklets and guides on certain subjects to be written at the State level. Further, the departmental manuals containing circulars and other instructions have been proving useful to the departmental officers in efficient discharge of their duties. These manuals may be revised and brought up-to-date at frequent intervals by the State Governments and in States where such manuals are not being published at present, a beginning may be made as early as possible. (10.12).

8. All the junior co-operative training centres should be equipped with projectors, films, film strips and other visual aid equipment, as quickly as possible. The expenditure on this equipment should be borne by the Central and the State Governments. (10.13).

9. In the primary and middle schools where co-operation is proposed to be taught through stories, essays, etc. and in the higher secondary schools where co-operation is to form a part of the subject of the social studies, the text-book committees in each State should provide for the subject of co-operation in the proper form. (10.14).

10. The district or divisional co-operative unions may be discouraged from publishing their own journals as they have only a restricted circulation and limited utility. Only the All India Co-operative Union and the State Co-operative Unions should undertake the publication of co-operative journals which should be subscribed by the State level co-operative organisations co-operative institutions in the State maintaining their own libraries, various co-operative and extension training centres and universities, colleges, high schools, etc. which provide for teaching in co-operation and economics. The State Governments may also purchase copies of these journals for the various officers of the co-operative and development departments. (10.18).

11. The State and Central Governments should put in regular advertisements regarding plan publicity etc. in these journals. Advertisements from trading and industrial co-operatives, district central banks and organisations, other than co-operatives, dealing with requirements connected with agriculture or small scale and village industries may also be obtained for these journals. (10.19).

12. For becoming more interesting and popular, the journals should carry success stories, biographical sketches of eminent co-operators, case studies of co-operatives, reports of meetings and conferences, co-operatives news, etc.

13. The Government should share the expenditure incurred by the State Co-operative Unions in the publication of these journals including the expenditure on appointment of a really competent editor to the extent of 50 per cent during the initial years. (10.21).

14. State Co-operative Unions should be enabled by Government to set up a printing press of their own by advancing long-term loans. (10.22).

15. All the libraries in the rural areas should subscribe to the popular literature and journals on co-operation. The authorities which sanction grants to these libraries may ensure that co-operative literature and journals are purchased by them. (10.23).

16. Bigger co-operative institutions should establish libraries of their own and provide reading room facilities for members and others. (10.24).

17. Federal co-operative societies at the district and block level and all primary societies which have buildings of their own should be assisted by Government to set up libraries and provide reading room facilities to members and others by making suitable grants to them on matching basis. (10.25).

18. The library facilities in the co-operative training centres need to be enlarged. The budgetary provision for this purpose may be enhanced and up-to-date books on co-operation and allied subjects may be purchased every year. In order to ensure proper utilisation of the library facilities available in the training centres, each trainee should be provided with a library card in which entries of the books read by him may be made. While assessing the trainees at the end of the course their performance in the utilisation of library facilities may also be taken into account. (10.26) and (10.27).

19. The District level offices of Co-operative Departments should be equipped with up-to-date and latest literature on Co-operation and for this purpose a suitable budgetary allotment may be separately provided in each State. (10.28).

CHAPTER XI—*Administrative and financial arrangements.*

1. In the place of the Central Committee for Co-operative Training, the Government of India may, by a notification, constitute a National Board for Co-operative Training with a broad-based membership and a non-official chairman. (11.4).

2. The proposed National Board should essentially be a policy making Board and should not be required to have administrative or executive functions. (11.5).

3. The All India Co-operative Union should continue to co-ordinate and evaluate the member education programme at the national level. (11.7).

4. The responsibility for administration and implementation of the member-education programme should continue to be entrusted to the State Co-operative Unions at the State level. The responsibility for implementation of the programme at the district level should be suitably decentralised and should vest in the District Unions wherever they are organised. Where the District Co-operative Unions do not exist State Unions may either constitute *ad hoc* committees or utilise the agency of the District Co-operative Banks. (11.8).

5. The educational instructors should be borne on the cadre of the state co-operative unions but they should function under the control of the District Union or other district agency to which they are attached. (11.8).

6. The designation of Co-operative Development Officer should be changed as "Co-operative Education Officer". With the expansion in the size of the education programme, there is need for greater supervision. The State Education Officer should, therefore, be helped by Assistant Education Officers attached for each Division or group of districts. The expenditure on the pay and allowance of these officers may be borne by the Government. (11.9).

7. The junior training centres should henceforth be called "co-operative training centres". They should be responsible for providing :—

(a) a nine-months course for junior departmental personnel and supervisors of central banks.

(b) a three-months course for paid secretaries of service co-operatives, industrial co-operatives, etc. and

(c) a seven-to-ten-days course for selected office-bearers of village societies. (11.10).

8. For meeting the increased requirements of training in the Third Five-Year Plan, the number of co-operative training centres needs to be increased from 62 to 120 which works out to about one such centre on an average in every three districts. (11.11).

9. The co-operative training centres earmarked for training of institutional employees may be handed over to the State Co-operative Unions or registered co-operative training institutions. After the State Union has acquired experience of running these centres, the question of transferring the centres meant for departmental candidates may be considered. In the meantime, in each of the co-operative training centres which are departmentally administered, a local committee representing the non-officials and officials may be constituted to advise about the management of the centre. (11.13).

10. Where the management of the co-operative training centres has been transferred to the State Co-operative Unions, the Unions should be effectively incharge of the administration. The Principal and other teaching staff should be appointed, paid for an administratively controlled by the Unions. They may receive necessary assistance from the Government by way of grant-in-aid. (11.14).

11. The centres meant for training of intermediate personnel should henceforth be called "co-operative training colleges". They should provide the following courses of training :—

(a) a basic course of training of 11 months for directly recruited intermediate and senior departmental personnel ;

(b) a four-month course of training for promoted intermediate personnel ;

(c) *ad-hoc* specialised courses for co-operative marketing and other special subjects ;

(d) field study and research. (11.15).

12. The number of co-operative training colleges may be raised from the existing 13 to 15. One of them may be earmarked for Kerala and the other for Mysore. (11.16 & 11.18).

13. The administration of co-operative training colleges should, in principle, be progressively decentralised so that these centres are conducted as far as practicable at the State level. Such a decentralised administration will be conducive to introduction of necessary flexibility in the details of the training programme and would also take into account the local problems and conditions. Further, such an arrangement will help to involve the State co-operators and the State officials in the management of this centre and would also secure officers of requisite calibre from the Co-operative Department for appointment within the training centres. (11.20 to 11.23).

14. The co-operative training colleges may continue to be financed by the Government of India or the Reserve Bank of India as the case may be, but the responsibility of management of these centres may be delegated at the State level on an agency basis on the pattern on which most of the social education organisers training centres are at present being administered. The agency to which administration of these colleges may be entrusted may, in a few cases, be the State Co-operative Unions where they are strong and well established. In other cases, it may be the State Government in whose territory the centre is located. (11.26).

15. The agency pattern of administration of these centres should be only as a transitional measure. The position may be reviewed at appropriate time and subject to the prospective availability of enough number of trainees and willingness of the State authorities to share in the cost of these colleges the responsibility for administration may fully devolve on them. (11.27).

16. The National Board for Co-operation Training should prescribed the syllabi, the qualifications of instructors, the mode of assessment and should also evaluate the standards of teaching from time to time. (11.28).

17. If, for certain reasons, it is not found possible for the Reserve Bank to finance the five co-operative training colleges which are at present financed entirely by them, the cost of these five centres may also be borne by the Government of India. (11.30).

18. A co-operative institute for advanced studies and research may be established with the following functions :—

(1) Provision of orientation courses for senior departmental and institutional personnel.

(2) Refresher courses for teaching personnel of co-operative training centres and co-operative colleges.

(3) Field study and research.

The Government of India may finance the proposed Institute and carry out administration on the advice of the National Board for Co-operative Training. (11.31).

19. The co-operative unions which are expected to be the pivot of co-operative education and training arrangements should be representative in character and should have a federal structure. They should generally leave business activities to other apex organisations and confine themselves primarily to work relating to education, training, propaganda, publicity and other allied activities. (11.32).

20. It is necessary to find ways and means to augment the resources of the State Co-operative Unions so that increasingly their dependence on Government is reduced. (11.34).

21. All societies having a net profit should be compulsorily required to make a contribution of not less than one per cent of such profits to the State Co-operative Unions for education and training purposes. For this purpose, the Co-operative Societies Acts in different States may have to be amended, wherever necessary. (11.37).

22. The co-operative unions will have to be assisted substantially by the Government for undertaking different activities. The pattern of assistance for certain major activities of the unions at different levels should be as follows:—

(a) 100 per cent grant-in-aid for the cost of member-education programme;

(b) 100 per cent grant-in-aid for the cost of field studies undertaken by the union;

(c) 100 per cent grant-in-aid of the cost of training centres transferred to the unions;

(d) 75 per cent grant-in-aid of the cost of approved non-recurring items, such as audio-visual equipment etc.;

(e) 75 per cent of the capital cost of setting up of a printing press, by way of loan;

(f) 50 per cent grant-in-aid of the cost of recurring expenditure on various other activities of the union. (11.39).

23. The total estimated expenditure on the schemes relating to training and education would be Rs. 1,247 lakhs as per details given below:—

	(Rs. in lakhs)
(i) Co-operative Institute of Advanced Studies and Research	21·00
(ii) 15 co-operative training colleges	173·00
(iii) 120 co-operative training centres	510·00
(iv) Audio-visual equipment in co-operative training centres	6·00
(v) Provision of buildings	75·00
(vi) Member-education programme	310·00
(vii) Supervision expenditure in member-education programme	15·00

		(Rs. in lakhs)
(viii)	Audio-visual equipment in member-education programme	18·00
(ix)	Publication of popular literature for use in the member-education programme	10·00
(x)	Instructors Training Institute	7·00
(xi)	Study Tours	10·00
(xii)	Field studies and surveys by co-operative unions	10·00
(xiii)	Publication of co-operative journals	10·00
(xiv)	Aid to co-operative Unions' printing press	7·00
(xv)	Co-operative libraries	50·00
(xvi)	Research scholarship in universities	12·00
(xvii)	Rupee Banks	5·00
	Total	1247·00

GMGIPND—L—10 C. D. & C. (J.C. 575)—2-8-61—2,000.